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The Final Report

of the

Commission of Inquiry into School Accommodation in Ottawa-Carleton

A Commission of Inquiry
Established by
The Minister of Education of Ontario

Larry Taman
Commissioner

October 1, 1991

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Ontario

Commission
of
Inquiry

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October 1, 1991

The Honourable Marion [illegible]
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Dear Minister:

I have the honour to transmit to you the Final Report of the Commission of Inquiry into School Accommodation in Ottawa-Carleton.

Yours truly,

Larry Taman
Commissioner

LT/as

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EXECUTIVE SUMMARY

The Public Consultation Process

- The Commission was appointed on June 1, 1991 and proceeded to gather a factual base for its findings.

- The Commission received submissions from 600 individuals and groups plus the Ministry of Education and five school boards. These formed the basis for its Preliminary Study published in English and French on September 4th.

- To provide the general public with a low-cost and open method of access to the process, the Commission subsequently held a three-day Public Forum with workshops, in English and French. One hundred and seventy-five individuals, the Ministry and five school boards made presentations.

- The Commission established two working groups, one of teachers and one of students, to provide views and advice on current conditions and possible solutions.

- All documents and recordings of briefs, submissions and opinions presented to the Commission have been available to the general public.

The Cost of Change

- The community of Ottawa-Carleton has the problem of managing a process of long-term change in educational rights and opportunities which is driven by both demographic changes and by the legislative requirements of recent years.

- The process is complex and contentious and has resulted in conflict.

- The student population will in the long run pay the price for the inability to resolve a community level conflict. As the main client group, their rights and opportunities are at issue and at risk.

- To produce long-term stability will require three kinds of action:

    - an immediate solution to the most pressing inequalities in the allocation of school accommodation;

    - medium term actions to improve inter-board cooperation and planning;

    - long-term arrangements to bring about a stable climate of planning and equitable resource allocation to students.

A Strategic Perspective

- The public consultation process expressed the frustration of the community at the lack of solutions and its expectation that quick action will be forthcoming on the immediate accommodation problems of the Ottawa Roman Catholic Separate School Board and the two French-language sectors.

- There is little if any evidence that parents, teachers and school boards are against equality of opportunity for students. There is however, a reluctance to compromise on the part of most school boards in a climate of financial and planning uncertainty.

- Parents, teachers and students, when placed in working group situations, displayed a reasonable understanding of their mutual problems and a willingness to compromise and adapt to change.

Cooperative Facilities Planning

- The need for transparency and stability in the financing planning process were frequently mentioned. This suggests that the Ministry has an opportunity to play a more proactive leadership role in bringing boards and other interested parties to a common understanding of annual and long-term planning priorities and needs.

- The Ministry should provide an annual report setting out its capital financing decisions.

- The Ministry should seek the voluntary assistance of the boards and interested parties in the establishment of a Educational Facilities Planning Advisory Committee for Ottawa-Carleton.

- The Ministry should work with boards to reach early agreement on commitments and priorities in the financing of a five-year educational facilities plan.

The Growth Areas

- Portable classrooms have become a regular feature of the region's educational systems and play a valuable role but they cannot fill all of the growth needs.

- The available mid-town surplus school space in the Ottawa-Carleton region is badly positioned geographically to assist the suburban growth of the Carleton school boards.

- The Ministry should release immediately any 1991 allocations to the Carleton boards.

- The growth needs of the region should be recognized within the framework of provincial funding priorities.

Secondary Schools for the ORCSSB

- To be successful and to contribute to a climate of stability, a solution to the problems of school accommodation allocation in Ottawa-Carleton must put an end to all extraordinary claims for the transfer of properties.

- The Commission examined the needs of the three ORCSSB secondary schools -- Immaculata, St. Patrick's and Notre Dame -- and found all to be lacking in the provision of adequate space and facilities. A solution to the problems of the students and teachers in these three schools is essential if equality of opportunity is to be achieved.

- Any solution must embody a student-centred approach and consider the best interests and rights of the students since they and the parents are the primary clients of the educational system.

The Search For Flexibility

- The report reviews the options which would be open to a single board. These would include acquiring, swapping, selling, transferring or relinquishing facilities in the Ottawa area to contribute to the solution of the problem.

- Many of the solutions proposed by the two boards would be regarded as acceptable in a single board situation.

Creating a Climate for Compromise and Good Faith

- The report recommends that the Ministry and the two parties (the OBE and the ORCSSB) share the costs of financing a solution. The parties should negotiate to produce a low-cost result acceptable to the community. The total cost should be shared 50% by the Ministry, 25% each for the other two parties. Contributions might be negotiated in cash or in kind.

- The proposed joint financing formula would provide an incentive to all parties to reach a negotiated, low cost solution.

The French Language School Board

- The French Language School Board has a sufficient supply of accommodation within its two sectors to resolve its short-term space problems.
- The Public sector has a surplus of secondary school space but is deficient in elementary school accommodation.
- The Roman Catholic sector has a surplus of elementary school space but is deficient in secondary school accommodation.
- The Ministry should provide to the FLSB an allocation for the acquisition of Collège Catholique Samuel Genest provided that the board correct its existing mismatch of resources.
- The issue of a western zone school for the FLSB should be dealt with at the time of the OBE/ORCSSB negotiations, failing which it should be dealt with as part of the cooperative planning process.

List of Recommendations

- Recommendation: That the Ministry develop a pro-active strategic management plan for its role in assisting the school boards of Ottawa-Carleton with the transition towards the fulfillment of the public's expectation of a new climate of educational rights based on students as the clients.

- Recommendation: That the eastern regional office of the Ministry of Education provide an annual public report setting out its capital financing allocation decisions for Ottawa-Carleton, and, the reasons for them.

- Recommendation: That the Ministry seek the voluntary assistance of other provincial ministries, the school boards, the regional municipality and business and labour in the establishment of an Educational Facilities Planning Advisory Committee for Ottawa-Carleton. In order to expedite the setting up of this process, the Ministry with the cooperation of the boards, should assemble a regional accommodations planning inventory to record each educational facility and its current and proposed role in the responsible boards' five-year plan.

- Recommendation: That the Ministry of Education, effective immediately, work with each board of education in the Ottawa-Carleton region to reach early agreement on commitments and priorities in the financing of five-year educational facilities plans, including the construction, renovation, acquisition, disposal and transfer of property.

- Recommendation: That the Ministry should release immediately any 1991 capital allocations to the Carleton boards since the needs they will meet cannot be served by a reallocation of surplus space.

- Recommendation: That the Ministry provide the OBE and the ORCSSB with a common interest framework for a negotiated resolution of the Ottawa problem, failing which a solution should forthwith be provided by legislation if necessary.

- Recommendation: The Ministry should provide to the FLSB an allocation for the acquisition of Collège Catholique Samuel Genest provided that the board corrects its existing mismatch of resources.

PART I

INTRODUCTION

This Commission has been at work since June 1, 1991. It is mandated, generally speaking, to study the school accommodation needs of the Regional Municipality of Ottawa-Carleton and to recommend the best methods of meeting them, whether by re-allocation of resources, additional resources or such other means as may appear appropriate (the Commission's Terms of Reference are attached as Appendix 1).

In the first phase, the Commission took evidence under oath in writing from the region's school boards and the Ministry of Education. As well, it received some 600 written submissions from individuals and groups. On September 4th, the Commission delivered a Preliminary Study which set out for the benefit of the community the facts gathered in the first phase and some of the themes and questions which had emerged.

Broadening the Public Input

After the release of the Preliminary Study, the Commission entered a second phase of its inquiries in which it sought to provide an opportunity for broader public input, particularly from students, teachers, parents and ratepayers. Beginning on September 6th, the Commission visited schools in each board in the region and met with students and teachers. Sometimes in large and animated assemblies, sometimes in small groups, sometimes in personal conversation, they shared their views with the Commission.

In addition, the Commission organized a Public Forum consisting of a series of public meetings and workshops over the three-day period September 12th - 14th. The Forum was organized around the themes and questions identified in the Preliminary Study. Some of its sessions were topic specific (the problems of growth areas or the broad range of educational services, for example) while others were open general meetings. With the assistance of facilitators, the Commission organized workshops where participants were urged to discuss their opposing views. In some cases, some very useful suggestions emerged. In most cases, those who attended workshops said they had learned more about the competing perspectives. A more detailed account of the Public Forum is to be found in Appendix 2.

The Commission has now heard from representatives of most interests at stake. For a full account of the factual background, this report should be read together with the Preliminary Study. Facts not covered in the Preliminary Study have generally been dealt with in appendices to this report. The Commission has examined a wide range of quite detailed information and assessed that information in terms of its significance to the larger picture. Because the problem is manifestly one of long-term, large scale social impact, our intent has been to identify and evaluate the "strategic facts and issues". This report therefore sets out those strategic facts and issues and it is upon them that the Commission's recommendations are based.

PART II

THE COST OF CHANGE

The region's four English-language school boards were created in 1969 and 1970. Since that time, the region's education community has faced a series of profound changes.

The Community Has Had to Manage Both Demographic and Legislated Social Change

The population balance has shifted from the geographic centre in Ottawa to the outlying areas of Carleton. The graph in Appendix 3 shows those actual and projected changes for the period 1986-96. In 1984, the province announced the extension of full funding to separate secondary schools. Bill 30 required a realignment of facilities without providing much in the way of new resources or guidelines as to how it was to be achieved. In 1988, Bill 109 provided for the creation of a French-language school board which covered the whole region. This board, in addition to the difficult start-up problems which might be faced by any new board, has had to face both the growth problems of the Carleton boards and the inner city problems of the Ottawa boards.

The events of the last decade have required this community to deal with changes which would be difficult enough if they merely raised administrative problems. In fact, they raise some of the most difficult problems any government could be asked to deal with. Questions of religion, ethnicity, language and social position lurk around every corner. An emerging rights mentality, perhaps associated with the introduction in 1982 of the Canadian Charter of Rights

and Freedoms, often causes interests to be expressed as "rights", without pause to consider the reconciliation of conflicting rights agendas. All of this takes place in a climate of ever shrinking resources in which the only certainty about the size of the pie is that it seems to be getting smaller.

I believe that it is critical to understand that this community has struggled long and hard to adapt to the changes brought by the Eighties. A great deal has been accomplished. In Carleton, for example, Bill 30 and Bill 109 were both implemented in a positive spirit. In Ottawa, on the public side, the Bill 109 process was successfully completed in 1988 with the transfer of 9 schools to the Ottawa-Carleton French-language School Board ("FLSB").

The Process Has Resulted in Conflict

However, some parts of the process have been anything but smooth. The Ottawa Board of Education ("OBE") and the Ottawa Roman Catholic Separate School Board ("ORCSSB") are in court fighting over the validity of their 1988 Bill 30 agreement. In addition, the settlement of the Bill 109 issues between the ORCSSB and the FLSB required a nine-day arbitration.

Presently, the relationship among the boards with responsiblities in the centre of the region, at least as far as facilities matters are concerned, is not animated by a spirit of generosity and cooperation. There is in fact, a brittle, stubborn face to the relationships. The explanations for this are many and varied. In part, it is a symptom of exhaustion from adjusting to change. Indeed, as the changes of the Eighties -- Bills 30 and 109 -- required parties to seek to divide

their resources, there is a local perception that provincial policy divided this community and pitted its various parts against one another. In such a climate, aggressive defenders of group interest probably have an advantage over imaginative compromises.

In part, however, the poor relationships may reflect simple prejudice. In the course of the Commission's work, things were said, sometimes by those with positions of responsiblity, which seemed to me to reflect unacceptable prejudice of a religious or ethnic nature. I report this with reluctance as it cannot be ignored. There is a bred in the bone obduracy which hangs over this facilities dispute.

The Students Will Pay the Price In the Long Run

In all of this, the losers are the learners. In part, this is because it sets a dreadful example of attitudes which ought to be long behind us. In part, it is because while all this unpleasant rivalry goes on there is a real risk that disparities in educational opportunities will be left unremedied.

The Problem Needs Immediate Action Combined With Long and Medium-Term Solutions

In matters of school facilities in Ottawa-Carleton, there is some mismatch of needs to resources. There is, relatively speaking, a surplus of facilities in the Ottawa boards and a shortage in the Carleton boards. As the surpluses do not exist next to the shortages, transfers of facilities are a limited tool. The chart at Appendix 4 lists the properties of each board not

used as schools and gives the boards' own estimates of their value. The data is also presented in Appendix 4 in graph form.

In the longer term, optimal use of the region's facilities will only be secured through structural change - the organization of the boards, the planning process and the equitable allocation of the tax base will all need to be addressed. In the middle term, the pressing needs of the Carleton boards will need to be addressed. In the short term, it is critical that the Ottawa secondary school problem and the mismatch of resources within the FLSB both be addressed. This will have to be done as a precondition to establishing a more dependable process to manage the long-term provision of education accommodation in the region. I believe that the need for a strategic perspective is imperative for all parties at the community level. The Ontario Ministry of Education can play a major leadership and facilitating role in bringing that about.

PART III

A STRATEGIC PERSPECTIVE

Parents, teachers, students, trustees and ratepayers are all frustrated with the present processes for allocating school facilities. Separate school supporters strongly feel that the system has failed to lift their burden of disparity. Adult learners ask for clearer recognition of their entitlements. The OBE seeks not to continue indefinitely under a cloud as system resource banker. Carleton residents believe that the persistence of allocation problems in Ottawa impedes prompt attention to their concerns, which they see as growth related and largely unconnected to the Ottawa problem.

The Message From the Public Consultation Process is Clear

I conclude after listening to 175 speakers at the Public Forum that the public expects a radical change in the management of the resources of the education system in Ottawa-Carleton. This was as evident in the voices of those advocating that the province intervene emphatically to provide a "once and for all solution" as it was in those expressing genuine concern and bewilderment at the prospect of the dismantling of programs in one board to meet the facilities demand of another.

"The 90's are leaning towards a respect for the people's choice. The choice made by parents must be respected and one must provide fairly for each of our children, according to their choice and their number while taking into consideration their linguistic and religious choice." [Translation] Carol Dupuis, parent and president of local PTA.

It is important to understand that there is no reliable, secure and continuous process of joint planning for school accommodation for this region. The existing processes are not so much uncaring as unsuited, particularly in the new context of constitutionally guaranteed rights. There are no public processes for the identification and resolution of inter-board disparities within the region. The work of the Commission may be the first tentative move in that direction. There are no incentives to encourage inter-board transfers while there is every reason for competing boards to hoard facilities in a planning climate of long term risk and uncertainty. It is particulary disturbing to discover that while school boards in the region exhibit high levels of dedication to the education of their students, that very dedication, when marshalled in conflicts over school accommodation, clearly becomes a blunt instrument which can damage the interests of the system's primary clients: the students.

Students And Teachers Understand the Need

I am impressed by the urgency of providing a climate of transition and managed change in which the main focus of concern is the student. For that reason, I interviewed students from the key schools in dispute and asked them to form an advisory working group to the Commission. I found them to be refreshingly concerned and tolerant about their mutual religious, language and educational rights. I also formed an advisory group of teachers from the five school boards and found them, similarly, to be very open, flexible and professional in their approach. It would have been of some considerable concern to me if I had discovered a deep well of prejudice and hostility among these two key stakeholders in the Ottawa-Carleton educational system.

On reflecting on the results of the two working groups, and on the inputs from the general public at the Public Forum, my first conclusion is, that even the most open and tolerant society will be put to stress under the impact of legislative change that is not accompanied by prudent governmental measures to assist social transition. My second conclusion is, that a change of attitudes and processes is not only a necessary, but fortunately, a realizable goal. The key question is: "Who should lead the process of transition towards a different, student-centred future?" Part of that solution must lie in the planning process which provides the students, teachers and parents with educational services and financial resources through their various boards.

The Central Role of the Planning Process

This Commission's terms of reference do not expressly mandate an inquiry into the planning process. However, the planning process and its inadequacies form such a central part of the thinking of those who have addressed the Commission that it would be wrong to ignore it. The creation of a credible and permanent process of strategic management of school resources with participation of all boards under the leadership of the Province is an unavoidable step if today's problems are not to resurface every few years.

However, I am persuaded that none of the key players will see merit in designing a new long-term planning process without first resolving the inequities and misallocations at hand. The immediate solution of these contemporary problems is, in my view, a precondition to installing a long term solution.

The Ministry's Leadership Role Is a Key Issue

I am confident that the chances of a rational and efficient use of school accommodation will improve dramatically if the Ministry provides both the climate and the processes of co-operative management. In doing so, the Ministry may well have to adopt a firmer and more adjudicative role designed to facilitate the creation of community solutions. The present structure of roles, responsibilities and expectations among the stakeholders will continue to produce conflict and stalemates unless there is a strategic plan to cope with the very fundamental legal, social and educational currents of change at work in the community.

A more strategic, "management of change" role for the Ministry could be acceptable to the boards if the Ministry staff are in a position to offer:

- clear rules;
- a sound five-year financial platform;
- a system for dispute resolution; and,
- a flexible approach to facilities construction, renovation, acquisition and disposal.

Such a program would be of particular significance in meeting the expansion needs of growth areas and the newer boards with responsibility for ensuring minority rights. It would also ensure a more nurturing climate for boards who are meeting demands in new areas of educational services. My finding in this regard is, that much of the present inter-board conflict in the

Ottawa-Carleton region can and should be reduced if the considerable resources and skills of the Ministry can be harnessed and focused in the design and implementation of a long-term strategy to manage this crucial area of social and economic change.

A strategic and pro-active role for the Ministry is not only appropriate but essential in helping the community to manage the on-going needs of adjustment to the new constitutional and legal rights climate in education. Specifically, it is my proposal that it be prepared to work with the parties to provide three types of process designed to bring about long-term stability in community and school board relations, and, a more rational use of facilities:

- short-term arrangements designed to remedy high-priority accommodation needs;
- medium term arrangements designed to improve inter-board cooperation and planning; and,
- long-term arrangements intended to bring about a stable climate of planning and equitable resource allocation to students.

Recommendation: That the Ministry develop a pro-active strategic management plan for its role in assisting the school boards of Ottawa-Carleton with the transition towards the fulfillment of the public's expectation of a new climate of educational rights based on students as the clients.

"We need centralized planning. We need it to be binding in cases where the parties are not willing to play together. We need it to insure that when disputes arise they will be judiciously handled." Cam Johnston.

PART IV

COOPERATIVE FACILITIES PLANNING

The Commission's Preliminary Study identified a series of problems in the planning process, including:

- a lack of transparency in the Ministry of Education's financing decisions affecting the Ottawa-Carleton boards of education;
- the lack of certainty in medium-term financing; and,
- the absence of region-wide educational facilities planning.

These shortcomings are sufficiently serious that they undermine the legitimacy and credibility of the process in the eyes of those who must live with its results.

There Is An Urgency to Achieving Greater Transparency

Lack of transparency means that boards and parents do not feel fully informed of the reasons for the Ministry's funding decisions regarding capital facilities. Was a given project not funded because it was not seen as a good project? because it was a good project, but not as meritorious as a competing project? because the Ministry judged that the board had the capacity to fund on its own? The Ministry has made it plain in its submissions to the Commission that, in its judgment, boards do in fact have the required information justifying capital allocation

"How can a central ministry possibly evaluate which of the hundreds of priority projects throughout the province merit funding in a particular year." John Harrison, trustee, CBE.

decisions. Its position is, that how boards communicate with their constituents is not within the control of the Ministry.

In other governmental contexts in which parties must live with the consequences of the decisions of others, it is accepted that reasons must be given in public. In the judicial context, this is done in a highly structured, formalized way through a judge's reasons for decision. In the administrative context, statutory boards and tribunals do the same thing. In the political context, parliamentary question periods reflect the importance of public accountability.

In my judgment, there can be no serious objection to a requirement that the regional office of the Ministry provide annually, a public report, setting out the rationale behind the Ministry's annual capital allocation decisions.

Recommendation: That the eastern regional office of the Ministry of Education provide an annual public report setting out its capital financing allocation decisions for Ottawa-Carleton, and, the reasons for them.

The Climate of Certainty in Financial Planning Needs Improvement

The school boards in the Ottawa-Carleton region complain consistently that there is no long-term certainty in the province's allocation of financial resources, and that they therefore have difficulty planning and managing their own affairs. This leads to bridge financing obligations which the Ministry does not fund as well as missed opportunities to acquire properties. While boards currently submit to the Ministry a five-year forecast of their

requirements, it is rarely if ever approved for more than a year at a time. Their preference, naturally, would be for firm financial commitments over a three to five year span. Everyone involved in government financial planning would prefer this certainty of commitment. I am not certain that this can realistically be delivered by either side. Nonetheless, I see no reason in principle why there cannot be a joint understanding of the boards' long term intentions, accompanied by Ministry approval of the directions and priorities expressed by the plans. Under such a regime, the Ministry would work with each board to establish a rolling plan of, say, five years' duration which would deal with all accommodation matters, including the construction, renovation, acquisition and disposition of facilities. Where there are possibilities of reallocation between or within boards, the Ministry's priorities commitment process should take these into account and require that they be addressed.

The Ministry's Role As A Stabilizing Influence

The Ministry's role would properly be one of leading the process of deciding how to meet the larger, societal imperative of finding the most efficient use and mix of public sector resources. The five year plan and its priorities would therefore be subject to negotiation, consultation and continuous adjustment. Even if financial commitments can, as under the present regime, be attached for only one year at a time, the boards will at least know the order in which it is proposed to deal with their requirements. Equally, the Ministry will have from the boards the statements of needs and intentions it believes it requires to justify the commitments it is asked to make. Naturally, in keeping with the last recommendation, this plan should be a public

one. This will not be a cost-free procedure for either side, but it will enhance accountability and, in the long run, cut costs for taxpayers.

A Region-Wide Approach to Accommodation Planning Should Invite More of the Key Players to Participate

It is apparent that the Ministry seeks to bring a regional understanding and perspective to its province-wide financial resource allocation responsibilities. Within that framework, as part of the Ministry's overall fiscal planning, each regional office can bring to bear a detailed analysis of local needs and priorities, along with its specific recommendations on capital allocations. Indeed, I would regard that as a major function of each of the Ministry's regional offices. At the same time however, apart from the good judgment of the Ministry's Eastern Regional office, there is no inter-agency planning forum which is capable of bringing the region-wide, Ottawa-Carleton perspective to the table. The absence of such a public forum naturally breeds further uncertainty about how Ministry decisions are made, and whether they really do take into account a regional perspective of needs and priorities.

In the long term, this may well be a governance issue which will require analysis of the jurisdiction of the school boards and, in particular, whether they ought to be reduced in numbers so that they can operate on a region-wide basis. In the short term, however, there is no reason why some element of regional perspective could not be sought on a voluntary basis. The Ministry of Education could, for example, invite boards, and other interested parties including other ministries, the Regional Municipality, business and labour, to participate in such a process.

This would, at least, enhance the flow of information between the two levels of government and among the school boards. More importantly, it would directly address the need to develop a regional consciousness and an improved climate of cooperation and goodwill among those responsible for the planning of Ottawa-Carleton's educational facilities .

> **Recommendation: That the Ministry seek the voluntary assistance of other provincial ministries, the school boards, the regional municipality and business and labour in the establishment of an Educational Facilities Planning Advisory Committee for Ottawa-Carleton. In order to expedite the setting up of this process, the Ministry with the cooperation of the boards, should assemble a regional accommodations planning inventory to record each educational facility and its current and proposed role in the responsible boards' five-year plan.**

Region-Wide Planning Can Be A Creative Tool

A regional planning process must seek to accommodate the making of joint policy decisions in connection with the creation and use of educational facilities. In some school projects a good deal of progress has been made in developing facilities to maximize their alternative uses by the local community. As an example, the Carleton board's Sir Wilfrid Laurier project was jointly funded by the Carleton Board of Education ("CBE") and the local municipality. A swimming pool and other recreational facilities are part of the project and are now a community as well as a board resource. If it is desirable that community access be a normal feature of a new facility, this goal should be integrated into the regional planning process as a matter of policy. I understand that the Ministry has already moved in this direction.

Equally, some boards have spoken of the desirability of more flexibility in funding. The process should consider whether or not some new approaches can be tried. The application of funding formulas and strict criteria, while helpful in assuring uniformity of treatment, do not necessarily lend themselves to adaptability and experimentation. It would seem reasonable to expect that a Regional Advisory Planning Board would be providing a helpful role if it were to review creative funding and project proposals, and, to advise the Minister, through the regional offices, on new ways of achieving more effective spending and improved use of educational facilities.

A Regional Plan For the Medium Term

To begin the process of meeting the needs of the medium term the Ministry of Education should insist on the production before the end of 1992 of a Regional Facilities Plan. The goal of such a Plan would be to provide a coherent framework of intentions for the Ministry's capital allocations over the next five years. I would envisage the processes which support the Plan to be consultative, open and as public as possible. Under the leadership of the Ministry's regional office, the process would be intended to produce an atmosphere of rationality and community sharing in the planning process. This process should be supported by a statutory amendment permitting any of the region's boards to apply for allocation to it of any unused or underused facility on such terms as may be just. In the mid-term, disputes under this procedure should be resolved by arbitration. This would be the beginning of an instrument which in the long term must ensure that when the region has a need for schools every effort is made to reallocate existing facilities before new schools are built.

The Plan should show:

- A comprehensive five-year demand and supply picture (enrolment and facilities) for elementary, secondary and adult educational services, for each board and for the region in total.
- Agreed priorities in facilities planning, including adult and further educational needs for the local labour force and the business needs of the community.
- The Regional Educational Facilities Inventory with current and alternative uses for each property.
- A region-wide Existing Facilities Utilization Plan indicating sales to the private sector, inter-board sales and transfers, and purchases of additional properties.
- A new construction and facilities renovations plan showing net capital needs after the implementation of the Existing Facilities Utilization Plan.
- Target areas and priorities for inter-ministry and provincial-local cooperation in meeting the region's educational programming needs.
- Areas of disagreement on reallocation of existing stock for resolution by arbitration.
- Key zoning and planning issues that will need to be resolved by municipal governments to meet the educational accommodation needs and priorities.

"The lack of a clearly defined set of rules for when and where new schools are built, has turned community against community." Marc Thibault, chairperson, Phase II, Chapel Hill Elementary School Advisory Council.

Recommendation: That the Ministry of Education, effective immediately, work with each board of education in the Ottawa-Carleton region to reach early agreement on commitments and priorities in the financing of five-year educational facilities plans, including the construction, renovation, acquisition, disposal and transfer of property.

PART V

THE GROWTH AREAS

The region's new housing and its most significant population growth is taking place in Carleton. In the jurisdiction of the Carleton Roman Catholic School Board ("CRCSB"), it must deal with both rapid growth and the need to upgrade to secondary standards facilities which were built as senior elementary schools before extension.

The growth problems of the Carleton area boards are particularly strong in certain rapidly developing areas of Carleton -- Cumberland and Gloucester, Barrhaven and South Gloucester, Kanata and Stittsville. The number one growth priorities of the boards are in these areas. The map at Appendix 5 shows the region and its growth areas. The graphs as Appendix 6 show actual and projected enrolments across the region for all boards.

Portable Classrooms Have Become a Permanent Feature

The extensive use of portable classrooms seems to be a permanent feature of life in Carleton. The CBE's Mary Honeywell school, for example, opened in 1988 with a Ministry Rated Capacity of 719. In September 1990, it lodged 980 students and featured 14 portables. CRCSB's St. Mark's was built in 1980 as a senior elementary school with a Ministry Rated Capacity of 623. Four additions later, it has a Ministry Rated Capacity of 1,088, and enrolment

of 1,214 and has 19 portables. The examples could be multiplied to support the proposition that areas of new growth need new resources.

Even accepting the Ministry's statement in its reply submission to the Commission that the need for portable classrooms is often dictated by the desire to offer additional programs and services and by a decision on the mode of delivery of these programs and services, the 230 portables of the CRCSB and the 234 portables of the CBE during the 1990-91 school year are a vivid illustration of the problems in growth areas.

Carleton Is Not Alone in Its Growth Problems

Growth related needs such as those in Carleton are found in other areas of the province e.g. York, Peel, Durham and Waterloo. This is an important fact in that this Commission is required to make its recommendations bearing in mind "the financial burdens placed on provincial and municipal taxpayers". I believe that the people of Carleton do not expect the Commission to recommend that their needs be catapulted to the top of the province's education priorities. They do, rightly in my judgment, expect the recognition that their needs are pressing. There is no doubt in my mind that this is so -- these are indeed special and complex needs.

The facts presented to the Commission by the parties simply do not reveal any reasonable way in which surplus space of the OBE or the FLSB can be reallocated to the CBE. It should be appreciated that the potential surplus accommodation is inappropriately located to offer significant assistance to areas with growth problems.

In the immediate future, therefore, there is in my judgment, no reason why the Ministry of Education's 1991 capital allocation for Carleton, which was frozen pending the outcome of this inquiry, ought not to be released immediately. In the short term, it will also be of some assistance to the boards to have from the Ministry of Education clearer explanations as to why projects are funded or not. In the middle and longer terms, the Carleton boards should be able to obtain some relief from the Commission's recommendations on cooperative planning.

Recommendation: That the Ministry should release immediately any 1991 capital allocations to the Carleton boards since the needs they will meet cannot be served by a reallocation of surplus space.

"The only advantage we can possibly see to portables is that the portables have kept our elementary school children in our community." Doris Morin, St. Patrick's PAC and St. Elizabeth PAC, ORCSSB

PART VI

SECONDARY SCHOOLS FOR THE ORCSSB

There will be no real progress on effective planning for facilities allocation in the Ottawa-Carleton region until there is some measure of stability in the allocation of accommodation among the Ottawa boards. Neither the region's boards nor the Ministry can effectively participate in planning for the longer term until they are operating from a stable platform of facilities allocations which are accepted by the whole community as fair and equitable. There needs to be a level playing field before this community will turn its attention from the past to the future.

There Has To Be An End To Extraordinary Claims By All Parties

For the CBE and the CRCSB, a level playing field means that that their growth related needs are acknowledged and that their participation in regional planning does not draw them into a morass of intractable Ottawa problems. For the ORCSSB, it means relief from disparity at the secondary level. For the FLSB, it means that it must get the mix right between secondary and elementary schools and deal with its lack of secondary facilities in west Ottawa-Carleton. The OBE for its part needs to know that, at some point, the extraordinary claims against it are at an end. All parties should be required to participate in an ongoing process of effective use of all facilities with the certain knowledge that the Eighties have been drawn to a close. From the Ministry's perspective, it too needs to know that the planning process has become stable and ongoing.

The Size of the ORCSSB Secondary School System

The ORCSSB operates 3 of Ottawa's 16 secondary schools for English-language pupils. In 1990-91, these three schools served 2,540 of Ottawa's 13,340 students. Immaculata, in the central zone had 730 secondary and 185 senior elementary pupils. St. Patrick's served 717 secondary and 501 senior elementary students in the southern zone. Notre Dame, the ORCSSB's western most school, had 1,086 secondary students in 1990-91.

In the course of the Commission's school visits, I visited each of these schools and heard from students and teachers. In the case of Immaculata and St. Patrick's, I received in evidence the Interim Report of the Feasibility Study commissioned by the ORCSSB, dated June 9, 1989, to determine whether the board might be able to provide adequate secondary schools through the renovation of those facilities. The Ministry was a participant in this study. The Interim Report concluded that a proposed $16.5 million upgrading of these two facilities would not be a prudent expenditure of funds. The Ministry has not disagreed with this finding.

It is in my judgment plainly true and not really contested by any party that the existing secondary facilities of the ORCSSB are inadequate. Appendix 7 sets out in summary form some of the features of these and other facilities relevant to this issue. They are also indicated on the map at Appendix 7.

"What we are asking, or perhaps I should even say begging, for, is a solution now – a solution that provides independent secondary schools for the Catholic community that allows us to carry out our constitutional guarantee to deliver Catholic secondary education that puts an end to the pitting of neighbour against neighbour, that ends the discrimination that Catholic students and teachers are experiencing currently in our city."
Rhena Charland, Ontario English Catholic Teachers Association.

The ORCSSB Facilities are Inadequate

The facts presented to the Commission in briefs, in the Public Forum, the workshops and visits to the schools of the ORCSSB provided sufficient evidence to suggest that there is a strong case for remedial action to correct the current imbalance in secondary school accomodations of that board. My findings are outlined in brief below.

(i) Immaculata

I am satisfied that Immaculata's current facility is wholly inadequate for a composite secondary school. The consultant's report on which the Feasibility Study was based concluded that

> *Immaculata High School, with its four distinctly different and aging buildings, has outlived its usefulness as a secondary school. The complex can no longer respond to today's educational needs. Classroom space is inadequate. By default, specialized programs must be located in rooms not adequate for the purpose. Storage space is limited. Circulation space is generally below standard. Air quality is poor. Limitations of the existing building construction make it uneconomical or impossible to rectify most of these deficiencies.*

To this can be added that the site is so small (2.49 acres) that there is no playing field and no other play space to speak of. The facility is very crowded and would have to be compared unfavourably in every respect to an even overcrowded suburban elementary school such as Mary Honeywell or a bursting-at-the-seams, converted, senior elementary school such as St. Mark's, both in Carleton. It is utterly incomparable to a more modern secondary school such as the current Collège Catholique Samuel Genest, recently acquired by the FLSB's Roman Catholic sector. While moving Immaculata's senior elementary students to another facility might, as

some suggest, relieve some of the congestion there, it would not make it an adequate composite secondary school.

(ii) St. Patrick's

St. Patrick's, while less obviously inadequate because it is newer, was not built as a composite secondary school and could only with difficulty be made into one. It was in fact originally constructed as a "campus" for a variety of Catholic educational activities. It has a serious lack of specialized classrooms. The site is small and made smaller by nine portables. Teaching takes place in a number of different buildings on the site. The auditorium, gym and the land for the relocatable cafeteria and portable classrooms are leased year to year from Public Works Canada which owns most of the site.

(iii) Notre Dame

Notre Dame operates in the former Fisher Park High School which it leases from the OBE. The facility requires upgrading which the OBE and the ORCSSB agree might cost in the order of $9 million. It was occupied by the ORCSSB after extension and is not located where the ORCSSB believes it requires a school in the west. The ORCSSB's occupation of the school has been vexed by an access problem arising out of the right of the local community, provided for by the terms of the original grant of land, to extensive use of the facility. The board feels that its efforts to reach a creative accommodation with the community on the access questions have not been fully successful.

To Be Effective The Solution Must Embody A Student-Centred Approach

The OBE and the ORCSSB are not in agreement on either the cause of these inadequacies or their solution. I find, however, that there is no serious disagreement on the key point-- the three existing facilities are inadequate. The proper solution might depend on how one comes at the problem and in this there are a number of approaches. It is argued that the constitutional guarantee of a separate school system is a guarantee of equality and that it ought now to be fully complied with. It is also argued as a matter of the "equity" which anglophone Catholics have yet to realize from their pre-extension investment in the public system. These assertions will lead to the counter argument that there was a full and final settlement of Bill 30 entitlements in the 1988 agreements among the OBE, the ORCSSB and the Ministry. The validity of those agreements has been attacked by the ORCSSB and the litigation is now before the courts. It is also argued that the OBE has made sufficient contributions through Bills 30 and 109. While these arguments and counter arguments provide a rich background, they have not and perhaps cannot lead by themselves to any clear resolution of the issues. Equality is not easily defined, and the historic equity is not subject to ready calculation.

For this reason, I would recommend that the Ministry adopt what I would call a student-centred approach to this problem. Such an approach looks primarily to the future rather than the past. Its starting point is that all students of the region are entitled to education services of comparable quality. It is the undeniable fact that whatever might be the historic origins of the present disparities, they are not the fault of the students of either board and no student should be made to suffer for them. A student-centred approach acknowledges that absolute equality of

educational opportunity is an aspiration which might never be reached within any board in the province. It requires nonetheless that one correct any disparity which creates the risk of inequality of educational opportunity. Naturally, this could not sensibly be done by creating other disparities. A student-centred approach accepts that transfers of facilities have an important impact on students who are entitled to be satisfied that their needs have been taken into account.

In its submission to the Commission, the Teachers Advisory Group, assembled by the Commission from two teachers from each board and each sector of the FLSB, suggested that the Commission should seek to implement "equality for all students". It was in my judgment the weight of public opinion expressed at the Forum and in the workshops that this is the right test. Whatever may be the thoughts of those who have led the struggle among boards, I do not think that this community, taken as a whole, should or will tolerate in 1991 inequality of opportunity for any of its learners. Certainly, no student or teacher ever suggested it to the Commission.

<u>To Be Effective the Solution Should Be Community Based</u>

The best solutions to this problem will be those which the whole community accepts, all things considered, as being fair and equitable. Community acceptability is important because the proposed planning process envisages the future maximization of available resources through a process of cooperative facilities planning. It is in the nature of fair solutions involving continuing relationships that some credence be given to the positions of all parties. While a different rule might operate in the case of once and for all judicial determinations of rights

among strangers, continuing relationships of trust and cooperation cannot be launched from a base of grievance.

In order to be acceptable to this community, I believe that the solution to the secondary school needs of the ORCSSB needs to reflect the following:

- The Ministry of Education needs to be a full-fledged partner in any solution. The community believes, with some justice in my view, that it has gone about as far as it can in advancing the policies with which the Province has provided it. It is now up to the Province to come to the table with some of the resources the community needs.
- The OBE needs to be a partner in a solution. While it foresees growing demands on its resources, it has considerable resources available to permit the development of a manageable solution. Whether it contributes facilities or funds, its participation announces reconciliation. In the 1988 agreement which is currently before the court, it has a contingent obligation to transfer Highland Park High School. Assuming that promise to have been made in good faith, it has all along known that on its best outcome scenario, it might well be obliged to contribute more resources to build a stable platform.
- The ORCSSB needs to be a partner in a solution. I doubt that either the Ministry or the OBE would find it easy to accept that the ORCSSB obtained three

secondary school facilities without making any contribution, whether by paying its local share of an allocation, the contribution of an existing site or otherwise. I doubt that Ottawa's Roman Catholic community really expects that no contribution will be required of it. On the contrary, adequate facilities made available in the near future will, I believe, be seen as preferable to the uncertainty protracted proceedings, whether litigious or political or both, during which students continue to suffer. As in the case of the OBE, its contribution will bear the mark of reconciliation which will help to permit future cooperation.

- The FLSB, for reasons outlined below, should participate in the process as it may well be able to improve its position by so doing. However, in all the circumstances, I have concluded that the degree of its participation is a matter best left to its own judgment.

PART VII

THE SEARCH FOR FLEXIBILITY: WHAT A SINGLE BOARD MIGHT HAVE DONE

A useful starting point for assessing solutions to the Ottawa problem which will find community acceptability is to ask what judgments would be made by the community had the problem arisen within the jurisdiction of a single community board. In the first place, I have no doubt that the disparities in facilities in the secondary panels in Ottawa would not be tolerated for one moment were they found within a single board. It is not just a question of one building being older, or more poorly located or having less adequate athletic space than another. These disparities will exist in any board. Here, however, there is a serious risk that over 2,500 of the city's secondary school students do not have equality of educational opportunity. This does not include those students, uncertain in number, who elect to forego a Catholic education because of the inadequacy of the facilities.

In the second place, I doubt that a single community board would approach the issue by trying to determine which of its learners is the more important. The question has often been put to the Commission in this way and I do not consider it a helpful question. Rather, a single board would take a hard look at its existing resources, determine which were most suited to which learner and which, if any, could be freed up to provide the best opportunity for the greatest number. Every effort would be made to accommodate a wide variety of needs by

"In an areas such as Ottawa-Carleton there should be only one board of education which should be providing educational opportunities in both official languages and without religious biases and affiliations." Philip Mason, Computers Helping the Instructional Programme Advisory Committee.

maximizing the utility derived from existing facilities without spending scarce resources on new schools.

Third, if a single board had to live with its own conduct and decisions, it would in my judgment work very hard at persuading all interested individuals and groups of the need for cooperative resolutions. It would understand that movements of students and programs are difficult but not impossible. They can, however, be made nearly impossible if enough effort is invested in persuading people that catastrophe is the only alternative to getting their own way. No sensible leadership would encourage its constituents go to the wall and resist all changes.

Finally, if the disparity had been occasioned or heightened or been ordered to be corrected by the Province, I believe that a single board would rightly point to the Ministry of Education as a necessary partner in any solution. The Ministry would accept that a small contribution made to permit the parties to hurdle today's obstacles can be made to pay dividends in better planning for future resource allocation.

As we all know, this is not the problem of a single board and therefore the behaviour of parties is in fact quite different from what might be hoped for. The aim of the single board approach, therefore, is to identify the courses of action open and then to harness the parties to a common interest in achieving them.

The fact is that there are many possible solutions to the Ottawa secondary school problem. I have concluded that, viewed as a single board problem, many of the solutions proposed to the Commission by the ORCSSB and the OBE would be regarded as plainly preferable to the existing disparity. Some of the solutions would cause short-term disruption and disappointment. I am quite clear, however, that given the limited resources available to meet the problem, a single board would insist on a rationalization of existing facilities to minimize the expenditure of taxpayers funds. Some of these possible rationalizations are explored in the sections immediately following.

The Central Zone Offers Flexible Options

There are several options for resolving the problems of overcrowding and inadequate facilities at Immaculata -- none of which would be ruled out of hand by a single board. A single board would be rightly proud of the recent achievements of the Continuing Education Centre and unwilling to lightly disrupt its programs. In Appendix 8, there is a description of those programs. With this in mind, it would examine with care the option of moving the Immaculata program into the Algonquin College site on Echo Drive. That complex is currently up for sale. It would, however, be concerned to establish that the costs of renovating Algonquin College to give it gyms and an auditorium might be excessive considering that these facilities already exist at the Continuing Education Centre where they are admittedly underutilized.

"Time has come for the Province to study the advantages and disadvantages of some type of amalgamation."
Margaret Woodley, parent and member of Secondary School Parents Association.

I do not believe that a single board would hesitate, as a matter of principle, to move the Continuing Education Program into Algonquin College if this emerged as the financially prudent course. If renovation were required in any event, the move to Algonquin College might provide an opportunity to correct some of the shortcomings of the present site - lack of daycare space, for example. A single board might look at Fisher Park, the home of current Notre Dame High School, for its adult programs if new accommodation could be found for the Notre Dame students. In any case, it might be determined that the Chinese heritage language program, which operates on weekends in the Continuing Education Centre need not be disturbed.

It might be that a single board would take the opportunity, with the cooperation of other boards, business and labour, to turn the Continuing Education Centre into a truly regional program by moving its core into another facility and building satellite facilities throughout the region . This approach, suggested by a speaker at our Forum, might be channelled through a new joint venture entity designed to bring a truly multi-party approach to the important matter of adult education. The active assistance of business, labour and other ministries of government (Community and Social Affairs, Industry Trade and Technology, Skills Development) would help to provide an integrated approach to the needs of adult learners. On a student-centred approach, proprietorship of the facility would not count for much.

None of these solutions, seen within a student-centred approach by a single board, would be considered to be wholly unacceptable. There are probably other options which the ingenuity of a single board would uncover and pursue.

With Proper Management The Western Zone Has Enough Facilities for the Two Boards

Once again, were this a single board problem, I am confident that it would be solved. It would be seen as unacceptable that the Notre Dame students be lodged in short-term leased facilities in need of very substantial upgrading. I am convinced that a single board would give consideration to securing the site through a long-term lease at a reasonable price and retrofitting it to an adequate standard. Its location might be imperfect and it would be required to continue to work with the community on the access question. It would be a larger school than Highland Park, another option to be considered, and perhaps more suitable as a composite school. This course might be particularly attractive if the price were right.

It may, however, be that it would be preferable to move the Notre Dame program to the Highland Park school. The program would then be well located in a western zone facility. It would have extensive facilities for the basic program. It would require renovations, but probably not more renovations than Fisher Park would require. There would be a one-time disruption of the present student population of Highland Park. It would be important that their transition to new facilities be sensitively handled. However, as the facility is substantially underutilized, a composite secondary school might on balance be considered a better use of the facility. I am confident that the Highland Park school community could be satisfied with alternate facilities if some of the resources for a rationalization could be put into new and improved programs for its students.

A renovated Highland Park would not emerge as a large school with much capacity for future growth. Although its location on the western edge of Ottawa is imperfect, Sir John A. Macdonald, now used as a teacher training centre, might be favourably considered as a large, modern facility from which no students need to be dispersed. Or, if the location is just not manageable, a single board might offer to trade Sir John A. Macdonald to the FLSB in return for Champlain. While its location is not perfect either, Champlain is a modern composite secondary school in the west. It is, as is discussed below, substantially underutilized at the moment. Sir John A. Macdonald is probably much better situated for the FLSB than is École secondaire Champlain. Its function as a teacher resource centre could be readily transferred to another facility as it is not a community school and its present use is not particularly location-sensitive. I find it hard to accept that there could be no solution to any zoning problem which might be occasioned by such a transfer.

The South Zone School Resources Could Go A Long Way Towards Providing A Joint Solution

It seems plain to me that within the confines of a single board it would be unacceptable that a large group of secondary students be housed in St Patrick's. Ridgemont, Canterbury and Hillcrest are all nearby. None of them is full. While Canterbury has been renovated to accommodate its regional arts programs, I do not believe that the Canterbury school community would be inalterably opposed to taking into its facility students from Ridgemont and Hillcrest in order to accommodate a rationalization of those schools so that one might be made available for the St. Patrick's students. It might be determined that disruptions at the neighbouring schools would be too substantial and, in view of anticipated growth in the zone, a new facility

built on the Smythe Road site would be the best course. Again, none of these solutions would be perfect. In my judgment, none of them would be seen as wholly unacceptable.

PART VIII

CREATING A CLIMATE FOR COMPROMISE AND GOOD FAITH

The Ottawa-Carleton dilemma is, of course, that the problem does not arise within the confines of a single community board. Therefore, no one is either able or obliged to solve it at the lowest cost possible or at all. The whole focus turns to emphasizing the unacceptability of any solution apart from one's own most preferred course. This in turn, has the effect of raising the hackles of all of those who would be potentially adversely affected by possible solutions. It even causes what I regard as quite grave overstatement of the consequences of any one person's less preferred course. I do not believe that the transfer of the Continuing Education Centre would be the death of adult education in the region. I do not believe that housing Immaculata in Algonquin College would stamp Catholic education as second best. I do not believe that a contribution to the solution of this problem from the resources of either board would need to adversely affect immigrants, single mothers, welfare recipients, English as a Second Language ("ESL") students or anyone else for that matter.

Second, even on a single board theory, none of these solutions or others which might emerge would be cost free. An imperfectly located facility might be unacceptable at one price but quite acceptable at another, particularly if the savings can be ploughed into better programs for students. One school without first class recreational facilities might be acceptable if others within a board had them, giving students a choice. One valued school might be reluctantly contributed to a solution if others were freed from the threat of transfer. Two renovated schools

available for 1992 with a new school in 1994 might be preferable to three immediately available renovated schools. The permutations and combinations are subtle and unlimited and there is no right answer. These are the very questions which boards have for more than a hundred years had to resolve year after year within their own jurisdictions. I am quite certain that if they can be harnessed to a common interest, the Ottawa boards can solve this problem.

The Players Need A Framework of Common Interest

In my judgment, the Province can best serve this community by intervening immediately and energetically to provide it with the tools it needs to develop its own solution to this problem. Only if the community, with tools in hand, fails at this task, should the Province then intervene to impose the solutions. What the community needs is a framework of common interest which needs to contain the following elements.

Criteria: Any solution, to be effective, must correct the disparity of educational opportunity which exists for separate school students in the jurisdiction of the ORCSSB. While no one solution will provide perfect equality, egregious inequality must be eliminated. This result, given the right mix of resources, should be achieved without impairment of the programs of the OBE.

Finality: An effective solution should represent a final answer to any extraordinary claims, whether they arise from history, equity, disparity or all three. It should be part of any

solution that all parties acknowledge that the extraordinary claims have been settled and that a stable platform for going forward has been reached.

Negotiation: The solution which best suits this community will be found by its representatives negotiating together and with the Ministry of Education. The parties at interest are the best judges of the relative merits of the trade-offs which need to be made. The parties should return to the negotiating table with the support of the common interest framework.

Timing: The parties are very familiar with this problem. Once the common interest framework has been given to them, they should not require more than sixty days to reach a solution. Any solution should provide for some elements of immediate relief (eg. the transfer of a school as at July, 1992) and should be fully in place no later than the time it would take to build a school if one were begun immediately (probably about 18 to 24 months from the date of an agreement).

Resources: Unless the parties know the resources to be applied to the solutions, they will not be able to reach agreement. There needs to be a financial envelope within which the parties are to operate. There is no right way to calculate a precise sum required as the amount required will depend to some extent on the decisions taken.

I believe that the upper limit of expenditure is the cost of three new schools which I am told is approximately $75 million including land costs assuming land could be found. The lower

limit is the cost of acquiring three existing schools. Based on the recent sales of the CBE's Sir Wilfrid Laurier facility, this might amount to approximately $30 million. Based on some of the OBE's estimates of value of its facilities, the cost might be higher.

Shared Financing: In my judgment, the Ministry, the ORCSSB and the OBE should each contribute to the financial envelope. For reasons set out in the following section on the FLSB, I do not recommend that it be required to contribute to the financial envelope. However, there are a number of options in which it might well be able to advance its interest by offering to buy, sell or share facilities.

The relative shares of the three parties to the joint financing is not a matter of calculation as much as it is one of simplicity and acceptability. As for the Ministry, it should, as has been argued, bear some of the cost as the cost of change. It is in partnership with the community and should help to correct the disparities disclosed by the changes of the Eighties. As with other parties, a solution acceptable to the community will bring to an end the existing disputes and create a stable platform for future resource decisions. The Province should be prepared to contribute to a solution which can meet the test of community acceptability. I would recommend that its contribution be 50% of the final real dollar cost.

As for the boards, I would recommend that they share in the balance of the resources required. This is essential to acceptability in the rest of the province as Ottawa is, after all, one of our wealthiest cities and it should be expected to contribute to the solution of a local problem.

Their shares should be equal and might be made in cash or facilities as they may agree. This will reflect the joint responsibility of the local community.

In the four tables which follow are seen the costs to the parties as well as the cash position to the OBE on each of four hypothetical value scenarios. Table 1 takes the cost of transferred facilities as $10 million and of new facilities as $20 million, without consideration of the transaction costs of relocating programs. Table 2 takes those values at $10 million and $25 million, respectively. Table 3 assumes them at $15 million and $20 million. Table 4 takes their values at $15 million and $25 million. The tables set out the cost to each party of four different combinations of existing facilities and new facilities which might be negotiated among them.

"Don't build more unless a building is needed, don't spend more unless more is needed and don't tax more unless our current taxes are well spent." Paul Kerston.

ILLUSTRATIVE OUTCOMES OF ACCOMMODATION NEGOTIATIONS ON A SHARED-COST BASIS

Table 1

Plan	Cost*	Ministry	ORCSSB	OBE	OBE Cash Position**
3 Schools Transferred	30,000,000	15,000,000	7,500,000	7,500,000	22,500,000
1 New School (2 Schools Transferred)	40,000,000	20,000,000	10,000,000	10,000,000	10,000,000
2 New Schools (1 School Transferred)	50,000,000	25,000,000	12,500,000	12,500,000	(2,500,000)
3 New Schools	60,000,000	30,000,000	15,000,000	15,000,000	(15,000,000)

* Assumption: Transferred schools cost $10 million. New schools cost $20 million.

** Note: The calculations do not reference an outcome under which the Algonquin College facility is acquired. If it was one of the transferred facilities, the return to the OBE would be reduced accordingly.

Table 2

Plan	Cost*	Ministry	ORCSSB	OBE	OBE Cash Position**
3 Schools Transferred	30,000,000	15,000,000	7,500,000	7,500,000	22,500,000
1 New School (2 Schools Transferred)	45,000,000	22,500,000	11,250,000	11,250,000	8,750,000
2 New Schools (1 School Transferred)	60,000,000	30,000,000	15,000,000	15,000,000	(5,000,000)
3 New Schools	75,000,000	37,500,000	18,750,000	18,750,000	(18,750,000)

* Assumption: Transferred schools cost $10 million. New schools cost $25 million.

** Note: The calculations do not reference an outcome under which the Algonquin College facility is acquired. If it was one of the transferred facilities, the return to the OBE would be reduced accordingly.

Table 3

Plan	Cost*	Ministry	ORCSSB	OBE	OBE Cash Position**
3 Schools Transferred	45,000,000	22,500,000	11,250,000	11,250,000	33,750,000
1 New School (2 Schools Transferred)	50,000,000	25,000,000	12,500,000	12,500,000	17,500,000
2 New Schools (1 School Transferred)	55,000,000	27,500,000	13,750,000	13,750,000	1,250,000
3 New Schools	60,000,000	30,000,000	15,000,000	15,000,000	(15,000,000)

* Assumption: Transferred schools cost $15 million. New schools cost $20 million.

** Note: The calculations do not reference an outcome under which the Algonquin College facility is acquired. If it was one of the transferred facilities, the return to the OBE would be reduced accordingly.

Table 4

Plan	Cost*	Ministry	ORCSSB	OBE	OBE Cash Position**
3 Schools Transferred	45,000,000	22,500,000	11,250,000	11,250,000	33,750,000
1 New School (2 Schools Transferred)	55,000,000	27,500,000	13,750,000	13,750,000	16,250,000
2 New Schools (1 School Transferred)	65,000,000	32,500,000	16,250,000	16,250,000	(1,250,000)
3 New Schools	75,000,000	37,500,000	18,750,000	18,750,000	(18,750,000)

* Assumption: Transferred schools cost $15 million. New schools cost $25 million.

** Note: The calculations do not reference an outcome under which the Algonquin College facility is acquired. If it was one of the transferred facilities, the return to the OBE would be reduced accordingly.

As far as the OBE is concerned, its shares on the various scenarios are not out of line with the contribution it agreed to make under the disputed Bill 30 agreement. It may be able to achieve a result in which by giving up facilities it produces a strong cash return to benefit some of its concerns - adult education, ESL, counselling, and daycare. As for the ORCSSB, it can afford a contribution through the disposal of vacant schools and land, if necessary. It is true that an equal share can be seen as a greater burden for it. It is also true that it receives considerable benefits under this framework, including replacing long-term uncertainty with immediate, positive results. For the Ministry, even looked at as a purely financial matter, its contribution is a relatively small, up-front investment to secure future maximization of new and existing resources.

Incentives: The financial envelope is for capital expenditures only. However, all parties will have to look for low cost solutions to minimize the impact on their taxpayers. If the parties can reach the lower cost solutions, they will recoup the savings.

Final Resolution: If the common interest framework does not result in a consensual resolution by mid-December 1991, the Minister should ask the Commission to recommend a solution to be effected by legislation if necessary. Given the desirability of having some elements in place by September, 1992, the Ministry should begin now to prepare the required legislation.

Recommendation: That the Ministry provide the OBE and the ORCSSB with a common interest framework for a negotiated resolution of the Ottawa problem, failing which a solution should forthwith be provided by legislation if necessary.

PART IX

THE FRENCH LANGUAGE SCHOOL BOARD

The French Language School Board was created in 1988. It is composed of Public and Roman Catholic sectors, each of which has much of the jurisdiction of a school board. The full board has limited areas of exclusive jurisdiction. Bill 109, which created the FLSB, provided for the transfer of French-language schools from existing boards which under s.59(8) were to be allocated in accordance with their source: i.e. transfers from the OBE and the CBE were allocated to the public sector while those from the ORCSSB and the CRCSB went to the Roman Catholic sector. Section 59(10) sets out a procedure for the transfer of facilities from one sector to the other, in the event of a "major shift in enrolment". The table in Appendix 9 sets out the facilities of the FLSB referred to in this report. Their locations are shown on the map at Appendix 10.

The Public Sector Has Surplus Secondary School Space

The original allocations under Bill 109 have not been substantially altered. As it turns out, they have not led to a stable base of facilities for the two sectors. The public sector is under-resourced at the elementary level: it presently has 2,480 elementary usage spaces to serve 2,197 pupils. On the other hand, it has an over-supply of secondary spaces: 6,584 secondary

"The right to a French-language education dates back hardly 10 years, services in French in designated areas, hardly 4 years; and the first French-language school board dates back just 3 years. You might say that this represents a lot of progress, but I feel that it is catching up for lost time. There is no comparison between a Board in expansion and one that has been existing in this region for more than 100 years." [Translation] Serge Plouffe.

usage spaces are available to serve 2,713 pupils. The graph in Appendix 11 shows the occupancy rates for each sector at the elementary and secondary levels.

The Public Sector Needs More Elementary School Space

The Public sector seeks four elementary schools in different areas of the region. In the case of the Charlotte Lemieux and Le Trillium schools, the needs are said to be particularly severe. It is noted that Charlotte Lemieux has an enrolment of 83.7% of the Ministry Usage Capacity and is projected by the board to be at 113% capacity for the 1991-92 school year. Le Trillium school, built in 1910, is occupied at 76% of capacity with some of the rooms considered sub-standard. In both instances, there is a strong community feeling that the facilities are inadequate. They call into question whether there has been observance of their minority language education rights under s.23 of the Charter of Rights and Freedoms. In the case of Le Trillium, there is litigation pending before the courts.

The Public sector has no secondary school which is well situated to serve French-language pupils in the west end of the region. Presently, Champlain, which is located in Ottawa's west end, is the sector's most westerly facility. The sector, like its Roman Catholic counterpart, strongly feels that it requires a western school in order to discharge its mandate.

"From now on, it is the firm intention of Francophones to demand equal treatment, as entitled to them in the Charter, along with Anglophones in the province (...)." [Translation] Parents and Teachers Assocation of Le Trillium Elementary School.

The Basis for a Mutually Beneficial Reallocation is Clear

The Roman Catholic sector of the FLSB has vacant elementary facilities which could be made available to meet the Public sector's needs. The Roman Catholic sector advises that it is prepared to exchange elementary school places for secondary places, where it has a need. It presently has 17,772 elementary usage spaces to accommodate 11,083 pupils. It has 3,636 secondary usage spaces to serve 3,053 students: see Appendix 11.

The Catholic Sector Needs More Secondary School Space

The Roman Catholic sector has no secondary school facility outside of the eastern part of the region. A French-language Catholic student (in Grade 10 or above) who lives on the western edge of the region and wishes to attend one of the sector's schools has to travel across more than half the region through the centre of the city. In practice, few students do this, preferring to attend the Public sector's secondary school, Champlain, or secondary schools operated in the west by the English-language boards. The successful opening this year of L'École secondaire de l'ouest demonstrates that there is some demand for French-language education in the western part of Ottawa-Carleton. L'École secondaire de l'ouest is currently operated for grades 8 and 9 in the former Brooklane Elementary School which the sector rents from the CBE.

As a result, the Roman Catholic sector is seeking a school to serve its pupils in the west. It also seeks accommodation for its pupils in the south. These pupils are presently attending École secondaire Charlebois operated by the Public sector or Catholic sector schools in the east

end (Samuel Genest and André Laurendeau). Finally, the Catholic sector recently purchased the Sir Wilfrid Laurier School from a developer who bought it from the CBE. The sector now seeks a retroactive allocation for this facility which it acquired to replace the former Samuel Genest school.

In summary, the most substantial needs might be identified as follows:

1. Elementary places for the Public sector.
2. Secondary facilities further west for the Public sector.
3. Secondary facilities in the western and southern zones for the Catholic sector; and
4. Resources to support the purchase by the Roman Catholic sector of the current Samuel Genest. facility.

A Student-Centred Approach Should Solve this Problem

There is no agreement on who is responsible for the continuing resource mismatch within the FLSB. It is, however, clear that it is not the responsibility of the students. Neither students in overcrowded Public sector elementary schools nor Catholic secondary students who have to choose between their rights to religious education and their rights to French-language education can be said to be responsible for the present state of affairs.

"Ultimately, the bargaining and politicking games have been going on far too long, worsening our already unacceptable, intolerable situation. All children should be able to enjoy equal/equitable resources for a good education that meet their needs and a quality of life conducive to their growth and development." [Translation] Maureen Drouin, Association Parents-instituteurs de l'École Lamoureux.

Unlike the OBE/ORCSSB problem, however, this problem does arise within a single board. It is therefore hard to accept that no solution has been found. In short, the sectors have not managed to reallocate Public sector secondary space in return for Roman Catholic sector elementary space. This could have been done by agreement of the boards. The losers are the students and it is not surprising that they find the situation intolerable. They are willing to share.

This seems to be a less complex problem for which the possible solutions are more limited. Bill 109 envisages reallocation of facilities between the sectors in the case of "major" shifts of enrolment. The Catholic sector is prepared to provide elementary space in return for some sharing of secondary facilities. Perhaps the space it has offered in the past has not been suitable. In a student-centred approach, these problems would be solved very quickly. Perhaps the Public sector's unwillingness to share facilities with its Roman Catholic counterpart will have to give way to the fiscal reality that the sectors, taken together, may not be able to afford at this stage of their lives to turn down appropriate arrangements for the sharing of secondary facilities. It may, indeed, be a prerequisite to equivalence at this stage to share facilities so that they may be of sufficient size to offer a full range of programs.

During the life of the Commission, the Public sector (in effect) has been placed under the administration of the Ministry of Municipal Affairs in an unusual step arising out of its alleged financial incapacity. This may make it harder for it to participate in short-term efforts to deal with the allocation issues. This has been an important part of my thinking in not

building the FLSB in as a full participant in the contemplated OBE/ORCSSB negotiations. In any event, until its own problems have been resolved, it may have little to offer. It will continue to be difficult to make any progress on the issue of the French-language school or schools in the west end. Without some successful sharing experience in existing under-utilized facilities, it hardly seems to make sense to provide a third facility which would also be under-utilized.

Samuel Genest Should be Given an Allocation

The Commission has received some evidence dealing with the acquisition of Sir Wilfrid Laurier, now Collège Catholique Samuel Genest, by the Catholic sector. To make a long and slightly incomplete story quite short, the Roman Catholic sector acquired the facility from a developer who had purchased it from the CBE while it was in communication with the Ministry about an allocation. It concluded the acquisition without the allocation in hand. In its view, it was obliged to move quickly in order to avoid the loss of the facility as a school. The Ministry is reluctant to provide retroactive relief to boards who acquire property without allocations in place.

At the same time, there are special circumstances. Some key events occurred before the FLSB was really in full operation. The former Samuel Genest facility, not a purpose build secondary school, was quite inadequate. The purchased facility is now full to the brim with two portables already in use -- all at a cost far less than that of a new school. In my judgment, if

this problem is not dealt with now, it will be another piece of unfinished business to retard future progress.

A Common Interest Framework for the FLSB

I recommend that the Ministry come to the table with an allocation for the acquisition of the current Samuel Genest. It should in return ask the FLSB to come to terms with its internal resource mismatch. This may be facilitated by the reallocation for renovation and use by the Public sector of the old Samuel Genest which is now vacant. The Ministry should also work with the FLSB to seek to secure Sir John A. Macdonald for use as a western zone school for sharing by both sectors. This may be achieved by trading it for Champlain as a by-product of the OBE/ORCSSB negotiations. In this way, the FLSB, although not under these recommendations formally a part of these negotiations, may be able to play a constructive role in facilitating those negotiations while obtaining a benefit for itself.

If the FLSB fails by mid-December 1991 to deal with its internal allocation problems, I would be prepared to make recommendations for Ministry action. In the meantime, I would recommend that the Ministry prepare amendments to s.59(10) to permit either sector to seek reallocation of facilities whenever it is in the interest of the students of the FLSB. If, the internal reallocation is completed by mid-December but the western school issue is unresolved, I would recommend that it be made a high priority item for the recommended cooperative planning process.

Recommendation: The Ministry should provide to the FLSB an allocation for the acquisition of Collège Catholique Samuel Genest provided that the board corrects its existing mismatch of resources.

PART X

CONCLUSION

The Ottawa-Carleton community needs the support of a stable planning process for facilities allocation. This is a long term project in which the Ministry of Education should play a leading role. It cannot, however, be successfully carried out without the resolution of a number of short term difficulties. These problems with the facilities of the ORCSSB and the FLSB arise from the process of long term change in educational rights and opportunities which is driven by both demographic change and the legislative intiatives of the Eighties. Paying for their solution is part of the cost of change which should be borne equitably by the Ministry and the parties. Given a common interest framework, the parties should return to the negotiating table to seek a low cost solution to these problems. If they fail to do so, further recommendations will be forthcoming. It is, however, plainly preferable for the community to make facilities allocation decisions as community acceptability is a desirable feature of any solution.

This community has experienced in heightened form many of the tensions seen throughout the country in the difficult period in which we find ourselves. It has, in fact, managed many aspects of these facilities problems extremely well. With the assistance of the Province, I am optimistic that it can put its short term problems behind it and move forward. It is in the interest of all members of the community that it do so. Most important, it is in the

interest of its students, who are entitled to have the community focus its considerable resources on the continuing search for excellence in education.

APPENDICES

TERMS OF REFERENCE

To study the accommodation concerns of the five school boards in the Regional Municipality of Ottawa-Carleton including:

i) the age, condition, capacity, and current use of existing school facilities;

ii) the elementary and secondary enrolment for each school board for a ten-year period beginning in September 1986;

iii) the impact of extension and full-funding to the separate school board and the establishment of the French-language school board on the allocation of existing school facilities;

iv) the range of school programs and services offered by each school board; and

v) the accommodation disputes within the region;

and to provide recommendations to the Minister to allocated existing school facilities and to make recommendations regarding any additional facilities, taking into account those programs and services which were offered as of September 30, 1990 and the financial burdens placed on provincial and municipal tax payers.

The commission shall further,

(a) request written submissions from school boards in the Regional Municipality of Ottawa-Carleton, and from the Ministry of Education, and will invite others, through an open notice, to address the accommodation concerns of the Region;

(b) require the production of such documents and things (i.e. architectural drawings, maps, photographs, etc.) as may be necessary to fulfil its mandate;

(c) retain such advisory as may from time to time be required;

(d) apply for further instructions and directions as may from time to time be required;

(e) engage in such other activities as may be required;

(f) make recommendations that ensure that no school board employee will lose his/her job status as a consequence of recommended facility transfers, and

(g) make recommendations on the basis that any ministerial authority and legislation required for the purpose of implementing the recommendations is within the constitutional authority of the Legislature.

The commission shall be established on June 1, 1991 and shall report to the Minister in writing on or before October 1, 1991. The commission shall be composed of one person with a support group of one professional ministry staff and two administrative support personnel seconded on a short-term basis for the duration of the commission and other professional ministry staff. The commission will conduct all or part of its Inquiry in the Regional Municipality of Ottawa-Carleton.

PUBLIC FORUM

Background

The Preliminary Study set out six issues which had emerged in the Commission's work. After the Preliminary Study was released on September 4, 1991, the Commission held a Public Forum to give a broader public an opportunity to address both the issues set out in the Preliminary Study and other issues within the Commission's mandate. The Public Forums were held September 12, 13 and 14, 1991.

During the week of September 2-7, 1991, the Commission advertised the Public Forum in the local media. The forms of those advertisements are attached. In addition to placing advertisements, the Commission contacted each school board and many of the individuals and organizations who had submitted written briefs to the Commission. Disruptions in postal service prevented the Commission from making contact with every individual and group who had previously submitted written briefs to the Commission.

During the five days preceding the forums, the Commission received over 120 telephone calls concerning the forums. Everyone who telephoned and expressed an interest in participating in the forums was placed on a pre-registration list and was given speaking priority at the forums. Many people who telephoned had specific issues about which they wanted to speak about, and Commission staff attempted to pre-register those people in sessions which would address those issues.

The Public Forum was held at the Regional Ottawa-Carleton Council Chamber at 111 Lisgar Street in Ottawa. While the Chamber itself seats over 250 people, the Commission installed closed-circuit television in the meeting area outside the Chamber to accommodate those who were unable to get a seat in the Chambers. Attendance at all nine sessions was good and never less than a hundred people. Some session filled every seat and attendance exceeded 300 people in two sessions.

The Public Forum consisted of both plenary sessions and workshops. There were nine sessions in total. The Commission held one issue-specific session for each of the six issues set out in the Preliminary Study, and held three "Town Meeting" sessions of a general nature which were open for the discussion of any issue within the Commission's mandate.

Workshops followed the issue-specific sessions and focused on the issues set out in the Preliminary Study. Independent bilingual facilitators led workshops in caucus rooms at the Regional Centre. A summary of the issues addressed in the forums and workshops is attached.

The Commission heard from speakers in both official languages and provided simultaneous translation for all observers at the forums. The podium consisted of the Commissioner, a moderator and a secretary. The moderator determined both the order and priority of speakers and enforced a five minute limit for speakers. Whenever time constraints compelled the moderator to limit the number of speakers at a session, the moderator favoured groups over individuals, and over the course of the forums, favoured first-time speakers over

those who had spoken at previous sessions. Since the purpose of the forums was to allow the general public to participate in the Commission's work, school board trustees and Ministry of Education representatives were generally limited to speaking at the ninth and final session.

The Commission heard from a broad range of individuals and groups over the course of the forums. Speakers included representatives of parent-teacher groups, teacher groups, student groups and community groups, as well as individual teachers, students, parents and ratepayers. A list of the speakers at each of the forums appears in Appendix 12. In total, the Commission heard the views of 175 persons at the forums and presentations were made by all six boards.

The Workshops

At the conclusion of each issue-specific session, the Commissioner introduced workshop facilitators to both speakers and observers and urged everyone to participate in workshops. The Commission heard reports from workshop participants during the eighth and ninth sessions. Useful suggestions emerged from some workshops and most workshop participants agreed that they learned more about opposing interests through the workshop process. Teachers and students chosen from each board met in advance of the Public Forum and presented their findings at the last session.

In addition to the structured workshops the Commission arranged, the sessions themselves allowed individuals and groups to gain a better understanding of opposing interests. In most sessions, the Commissioner had time to pose questions to speakers and create an informal

dialogue between speakers and the Commission. As well, ad-hoc discussion groups among opposing interests often formed in the chamber and in the lobby at the conclusion of the sessions. That people with opposing interests were able to engage in a reasoned discussion of the issues suggests that most ordinary citizens favour reconciliation over conflict.

NOTICE OF PUBLIC MEETING

COMMISSION OF INQUIRY CONCERNING SCHOOL ACCOMMODATION IN THE REGION OF OTTAWA-CARLETON

The Commission of Inquiry into School Accommodation has met over the past few weeks with some of those interested in matters affecting the allocation of school accommodation among the boards of education of the Ottawa-Carleton region.

To assist in its deliberations and to provide all of those interested in these matters with a full opportunity to participate in the development of recommendations, the Commission will hold a series of public meetings on Thursday September 12th, Friday September 13th and Saturday September 14th. The meetings will take place in the Council Chambers of the Regional Municipality of Ottawa-Carleton between the hours of 10:00 a.m. to 12:00 p.m., 2:00 p.m. to 4:00 p.m. and 7:00 p.m. to 9:00 p.m. It is anticipated that the meetings will take the form of a number of issue-focused sessions dealing with key areas of concern that have emerged in the preliminary inquiries of the Commission.

Accordingly, the Commission would like to hear from individuals and organizations who wish to make presentations and to take part in the public meetings. Please call Ms. Allison Strachan at 230-2792 if you wish to participate.

More details on the key issues on which the Commission seeks public input, and the detailed schedule for the meetings will be made available shortly.

Larry Taman
Commissioner

NOTICE OF PUBLIC MEETING

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To assist in its deliberations and to provide all of those interested in these matters with a full opportunity to participate in the development of recommendations, the Commission will hold a series of public meetings in the Council Chambers of the Regional Municipality of Ottawa-Carleton located at 111 Lisgar Street. It is anticipated that the meetings will take the form of a number of issue-focused sessions dealing with key areas of concern that have emerged in the preliminary inquiries of the Commission.

The Commission has established the following preliminary schedule:

Thursday, September 12th

2:00 - 4:00 p.m.	Co-ordinating the Planning of Education Facilities
5:00 - 7:00 p.m.	Town Meeting - open topics
7:30 - 9:30 p.m.	School Accommodation for French-Language Education

Friday, September 13th

2:00 - 4:00 p.m.	Priorities and the Broad Range of Educational Services
5:00 - 7:00 p.m.	Town Meeting - open topics
7:30 - 9:30 p.m.	Secondary School Accommodation in Ottawa

Saturday, September 14th

10:00 - 12:00 noon	Servicing High Growth Areas
1:30 - 3:30 p.m.	Town Meeting - open topics
4:00 - 6:00 p.m.	School Accommodation - How Much Provincial Involvement?

Accordingly, the Commission would like to hear from individuals and organizations who wish to make presentations and to take part in the public meetings. Please call Presley Warner by telephone at 230-2792 or by fax at 230-6008 for further information if you wish to participate.

Larry Taman
Commissioner

FORUM ON EDUCATION ACCOMMODATION
REGION OF OTTAWA-CARLETON
SEPTEMBER 12, 13, 14 AND 16TH, 1991
111 LISGAR STREET, COUNCIL CHAMBER
REGIONAL MUNICIPALITY OF OTTAWA-CARLETON

THE PURPOSE OF THE FORUM

This forum seeks to give the public an opportunity to address the issues within the Commission's mandate. Sessions will be organized around issues which have emerged so far in the Commission's work. They will be addressed at the times indicated.

Part of the Commission's purpose is to encourage among students, parents and teachers a public dialogue on these issues. There will be sessions on specific topics of concern, workshops and a daily town meeting.

In the workshops, parties will be encouraged to meet with others interested in an issue, to hold discussions and to report to the plenary session. The Commission will provide facilitators to assist in this process. There will be topics of concern that do not fit the key issues outlined above. Town Meeting sessions will be held each day so as to provide the opportunity for the expression of views on any other topics which are relevant to the Commission's inquiries.

The Commission is inviting School Boards to present their views and responses to the Forum in the final session on Saturday September 14th.

TRANSLATION

The Commission will provide simlutaneous translation for the plenary sessions and bilingual facilitators for the workshops.

SESSION TOPICS

1. Coordinating the Planning for Educational Facilities

   Thursday September 12 2:00 - 4:00 p.m.

With five boards of education spread over a large area, the efficient and effective coordination of planning for school facilities has become a more complex task than previously.

Question: Is there a need for a regional approach to facilities planning? If so, should the first steps be modest (more systematic sharing of information), interventionist (neutral decision-makers to make periodic allocations of facilities) or something in between?

2. Town Meeting

Thursday September 12 - 5:00 - 7:00 p.m.

3. French Language Education

Thursday September 12 - 7:30 - 9:30 p.m.

To meet the Provisions of the Ottawa-Carleton French Language School Board Act of 1988, required a reallocation of resources and facilities between school boards. That process can be expected to continue into the future.

Question A: How should the Commission address the needs of the French-language board in the context of the Province's competing priorities in a growing system?

Question B: In an area where a sector has an arguable need but an insufficient enrolment to support an immediately viable secondary school, what are the options - smaller schools? sharing? with whom?

4. The Broad Range of Educational Services

Friday September 13 - 2:00 - 4:00 p.m.

Boards of education are under pressure from their constituencies and client groups to provide a broad range of community services, including day care, continuing education, adult education, second language

training, heritage programs, abuse counselling and self improvement programs. These new demands compete with traditional educational programs for funds and facilities.

Question: What should be the priorities among the competing uses of the region's school facilities?

5. Town Meeting

Friday September 13 - 5:00 - 7:00 p.m.

6. Transfer of Accommodation between School Boards

Friday September 13 - 7:30 - 9:30 p.m.

There seems to be an acknowledged need for action to bring the Ottawa separate schools up to an acceptable standard.

Question A: How can the Commission best assist in addressing the inadequacy of the ORCSSB secondary schools:

i) by identifying the facts and recommending that the community must address the issues?

ii) by recommending that if after some reasonable perioo, there has been no resolution, a recommendation should be made? or

iii) by immediately recommending the ultimate solution i.e., that schools should be built or renovated or transferred or exchanged, etc.?

Question B: Should these needs be met in whole or in part by transfers of facilities and, if so, which ones? and

Question C: How is the financial burden of addressing the issue best dealt with?

7. Servicing High Growth Areas

Saturday September 14 - 10:00 - 12:00 p.m.

The Region is some 100 kilometres from East to West and fifty kilometres North to South and contains some of the province's highest areas of population growth. Population change is not evenly distributed throughout the Region. The pressure of population growth is creating special needs for additional facilities in some areas.

Question: How can the Commission best address the needs of the growth areas while remaining mindful of the overall burden on provincial tax payers?

8. Town Meeting

Saturday September 14 1:30 - 3:30 p.m.

9. School Accommodation - How Much Provincial Involvement?

Saturday September 14 4:00 - 6:00 p.m.

The need for solutions to the problem of school accommodation can be arrived at with varying degrees of local school board and/or provincial government involvement. At issue is how much and what kind of provincial government intervention is necessary?

Question: How does this community assess the balance between board control and efficiency of allocation in the region?

In this session, School Boards will be provided an opportunity to respond to the Commission's Preliminary Study and to the views expressed in that Forum proceedings.

CONTACT

For further information, please contact Presley Warner at the Commission offices at 230-2792.

THE WORKSHOPS

General Information

The objective of these workshops is to allow the interested parties to participate in the formulation of the recommendations of the Commission.

Each workshop will be invited to select a rapporteur who will outline the workshop's discussions and/or recommendations at the Final Session on Saturday 14 September, from 4:00 to 6:00 p.m. in the Council Chambers of the Regional Municipality of Ottawa-Carleton.

The Commission will provide five workshop opportunities:

WORKSHOP 1 - Coordinating the Planning of Educational Facilities
WORKSHOP 2 - French Language Education
WORKSHOP 3 - Priorities and the Broad Range of Educational Services
WORKSHOP 4 - Transfer of Accommodation Between School Boards
WORKSHOP 5 - Servicing the High Growth Areas

The workshops will take place in parallel with the Forum activities in special rooms provided. Please see the schedule below.

Facilitation Services

The Commission will make available the services of facilitators who will assist workshop participants to organize, conduct and record workshop sessions.

Seating

Workshop space is limited and will therefore be available to participants on the basis of available seats. Some limited overflow capacity can be made available for extra participants.

Schedule for Workshops

WORKSHOP 1

Coordinating the Planning for Educational Facilities

Thursday 12 September 1991
Time: 5:00 - 7:00 p.m.

Location: The Richmond Room
2nd Floor, 111 Lisgar Street

Issue:

Given the existence of five board of education in the Ottawa-Carleton region, is there a need for a regional approach to facilities planning? If so, how would the coordination best be achieved?

.....

WORKSHOP 2

French Language Education

Friday 13 September 1991
Time: 5:00 - 7:00 p.m.

Location: The Richmond Room
2nd Floor, 111 Lisgar Street

Issues:

1. How should the Commission address the needs of the French-language board in the context of the Province's competing priorities in a growing system?

2. In an area where a sector has an arguable need but an insufficient enrolment to support an immediately viable secondary school, what are the options - smaller schools? sharing? with whom?

WORKSHOP 3

Priorities and the Broad Range of Educational Services

Friday 13 September 1991
Time: 5:00 - 7:00 p.m.

Location: Colonel By Room
2nd Floor, 111 Lisgar Street

Issue:

The increased demand for innovative programs and non-traditional educational services has resulted in competition for the Boards' funds and facilities. How should priorities be established for the use of these facilities?

.....

WORKSHOP 4

Transfer of Accommodation Between School Boards

Saturday 14 September 1991
Time: 10:00 a.m. - 12:00 noon

Location: The Richmond Room
2nd Floor, 111 Lisgar Street

Issue:

It has been acknowledged that the inadequacy of the ORCSSB secondary schools must be addressed, the difficulty appears to be determining the most appropriate method of addressing these needs.

WORKSHOP 5

Servicing High Growth Areas

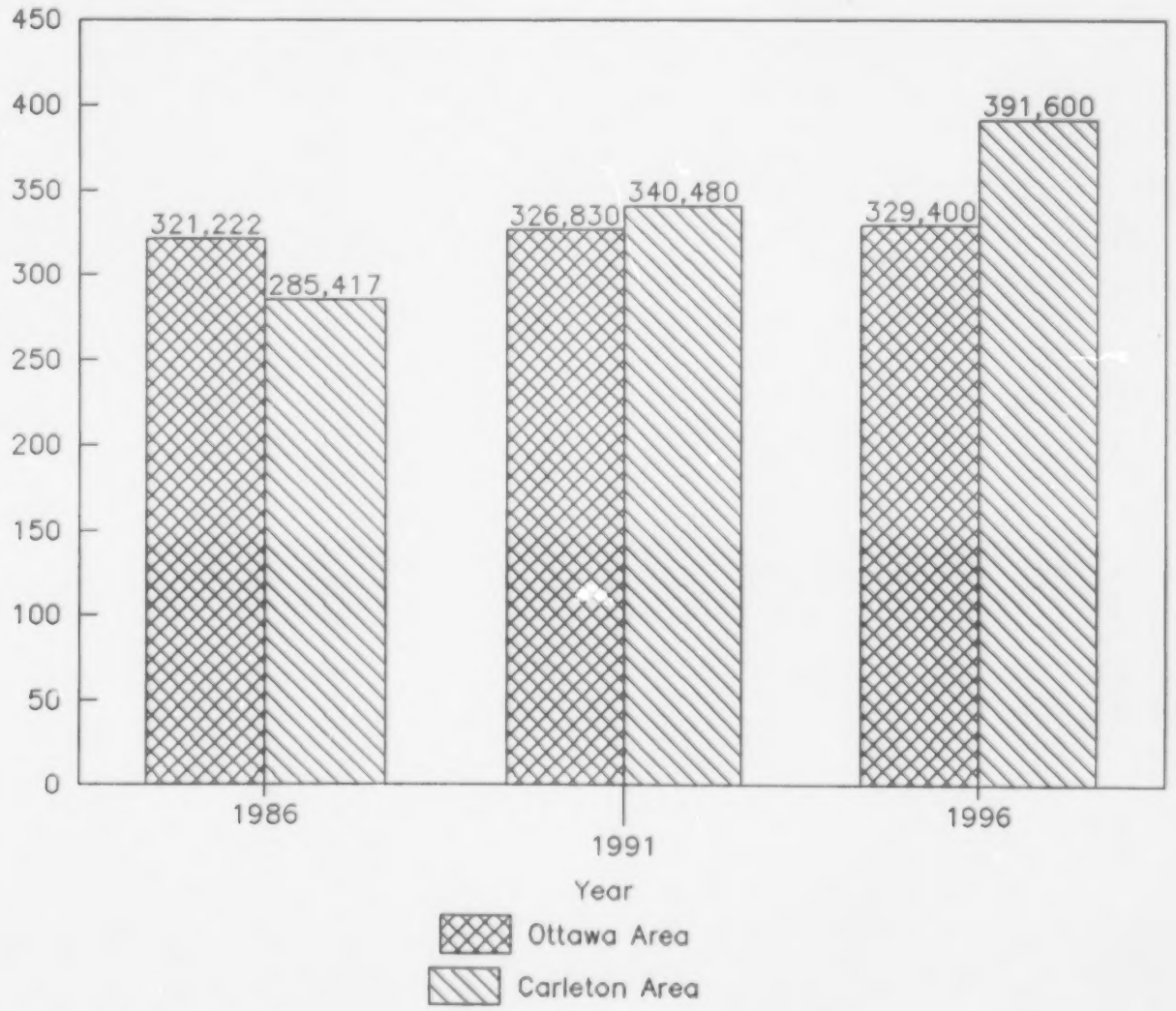
Saturday 14 September 1991
Time: 1:30 - 3:30 p.m.

Location: The Honeywell Room
2nd Floor, 111 Lisgar Street

Issue:

How can the Commission best address the needs of the growth areas while remaining mindful of the overall burden on provincial tax payers?

Population Figures for Ottawa–Carleton



Appendix 3

CONSOLIDATED LIST OF FACILITIES AND SITES NOT IN PRESENT USE AS DAY SCHOOL

Board: Ottawa-Carleton French Language School Board - Full Board
Total Estimated Value of Facilities: $0.00

Description	Location	Est. Value	Current Use
Nil			

Board: Ottawa-Carleton French Language Board - Public Sector
Total Estimated Value of Facilities: $0.00

Description	Location	Est. Value	Current Use
Nil			

Board: Ottawa-Carleton French Language Board - Catholic Sector
Total Estimated Value of Facilities: $ 16,859,447.00

Description	Location	Est. Value	Current Use
Cardinal Leger	2360 Virginia Drive Ottawa, Ontario	$1,110,312.00	Administration Teachers' Services
Routhier	172 Guigues Street Ottawa, Ontario	1,065,767.00	Administration Education Services
Joseph-Cyr	4000 Labelle Street Gloucester, Ontario	3,399,413.00	Student Services
Richard	4125 Navan Road Cumberland, Ontario	417,468.00	Maintenance Depot leased to Full Board
St. Joseph	200 Wilbrod Ottawa, Ontario	654,871.00	Leased to University of Ottawa

Description	Location	Est. Value	Current Use
St. Antoine de Padoue	2333 Queen Street Cumberland, Ontario	$ 632,000.00	80% Vacant 20% Nursery
St. François	12 Stirling Ottawa, Ontario	762,502.00	Leased to City of Ottawa
Guigues	159 Murray Street Ottawa, Ontario	150,000.00	Vacant
Genest	140 Genest Vanier, Ontario	155,000.00	30% Leased 64% Vacant
St. François	3681 Innes Road Gloucester, Ontario	1,294,645.00	Leased to Public Sector of French Board
St. Laurent	1116 St. Laurent Ottawa, Ontario	717,469.00	Leased to Public Sector
Samuel Genest	675 Church Street Ottawa, Ontario	6,500,000.00	Vacant September 1991

Board: Ottawa RCSS Board
Total Estimated Value of Facilities: $ 29,059,000.00

Description	Location	Est. Value	Current Use
Barrette	50 Vaughan Avenue Ottawa, Ontario	$ 750,000.00	Leased out to City of Ottawa and various others
Canadian Martyrs	20 Graham Avenue Ottawa, Ontario	940,000.00	Causeway Work Centre
Jean XXIII	1002 Keren Road Ottawa, Ontario	1,400,000.00	Adult Education Program & Child Centre
623 Smyth Rd.	623 Smyth Road Ottawa, Ontario	4,800,000.00	Maintenance Shop lease and Algonquin College

Description	Location	Est. Value	Current Use
De Mazenod	88 Main Street Ottawa, Ontario	1,200,000.00	Leased to City of Ottawa
Sacre Coeur	19 Melrose Ottawa, Ontario	599,000.00	Youville Centre
St. Agnes	18 Louisa Ottawa, Ontario	1,800,000.00	Leased to various parties
St. Andrew	1119 Lazard Ottawa, Ontario	$1,400,000.00	Vacant
St. Basil	1774 Kerr Ottawa, Ontario	1,100,000.00	Civic Hospital
St. Charles	24 Springfield Ottawa, Ontario	450,000.00	Leased to various parties
St. Joseph (primary)	339 Wilbrod Ottawa, Ontario	620,000.00	Leased to Centre Franco-Ontarien
St. Leo	860 Colson Ottawa, Ontario	1,700,000.00	Leased to Salvadore Workshop
Ste. Marguerite-Bourgeois	839 Quinlan Ottawa, Ontario	1,280,000.00	Leased to ODAMR
St. Patrick	290 Nepean Ottawa, Ontario	1,600,000.00	Adult Education Program; Leased to Waldorf School
Central Admin.	140 Cumberland Ottawa, Ontario	3,904,000.00	Administrative
St. Ignatius & N/D De-La-Presentation	1151 River Road Ottawa, Ontario	1,460,000.00	Board Warehouse
St. Thomas Aquinas	209 Bayswater Ottawa, Ontario	1,400,000.00	Teacher Centre
Uplands Drive Site	Ottawa South	735,000.00	Vacant Site
Bathurst Ave Site	Ottawa South East	1,635,000.00	Vacant Site
Adjacent to St. Thomas Aquinas	229 Bayswater Ottawa, Ontario	112,000.00	Vacant Lot

Description	Location	Est. Value	Current Use
Adjacent to St. Patrick	461-463 Lisgar Street Ottawa, Ontario	174,000.00	Vacant Lots

Board: Carleton RCSS Board
Total Estimated Value of Facilities: $ 7,700,000.00

Description	Location	Est. Value	Current Use
Administration Office	1695 Merivale Road Nepean, Ontario	$4,500,000.00	Administration Office
St. Patrick School	Steephill Crescent Nepean, Ontario	200,000.00	Storage Depot
School Site	Munster Hamlet	100,000.00	Vacant
School Site	Grey Nuns Drive Orleans (Gloucester), Ontario	600,000.00	Vacant
St. Nicholas	130 Lotta Street Nepean, Ontario	2,300,000.00	Offices and adult day school

Board: Carleton Board of Education
Total Estimated Value of Facilities: $37,450,000.00

Description	Location	Est. Value	Current Use
Administration Building	133 Greenbank Road Nepean, Ontario	17,000,000.00	Administration
Former Dilawri Property	707 Main Street Stittsville (Goulbourn), Ontario	6,000,000.00	Maintenance and stores
McCullough Shops	RR #2 Nepean, Ontario	1,000,000.00	Storage
Brooklane PS	448 Meadowlands Nepean, Ontario	3,500,000.00	Leased to FLSB - Catholic

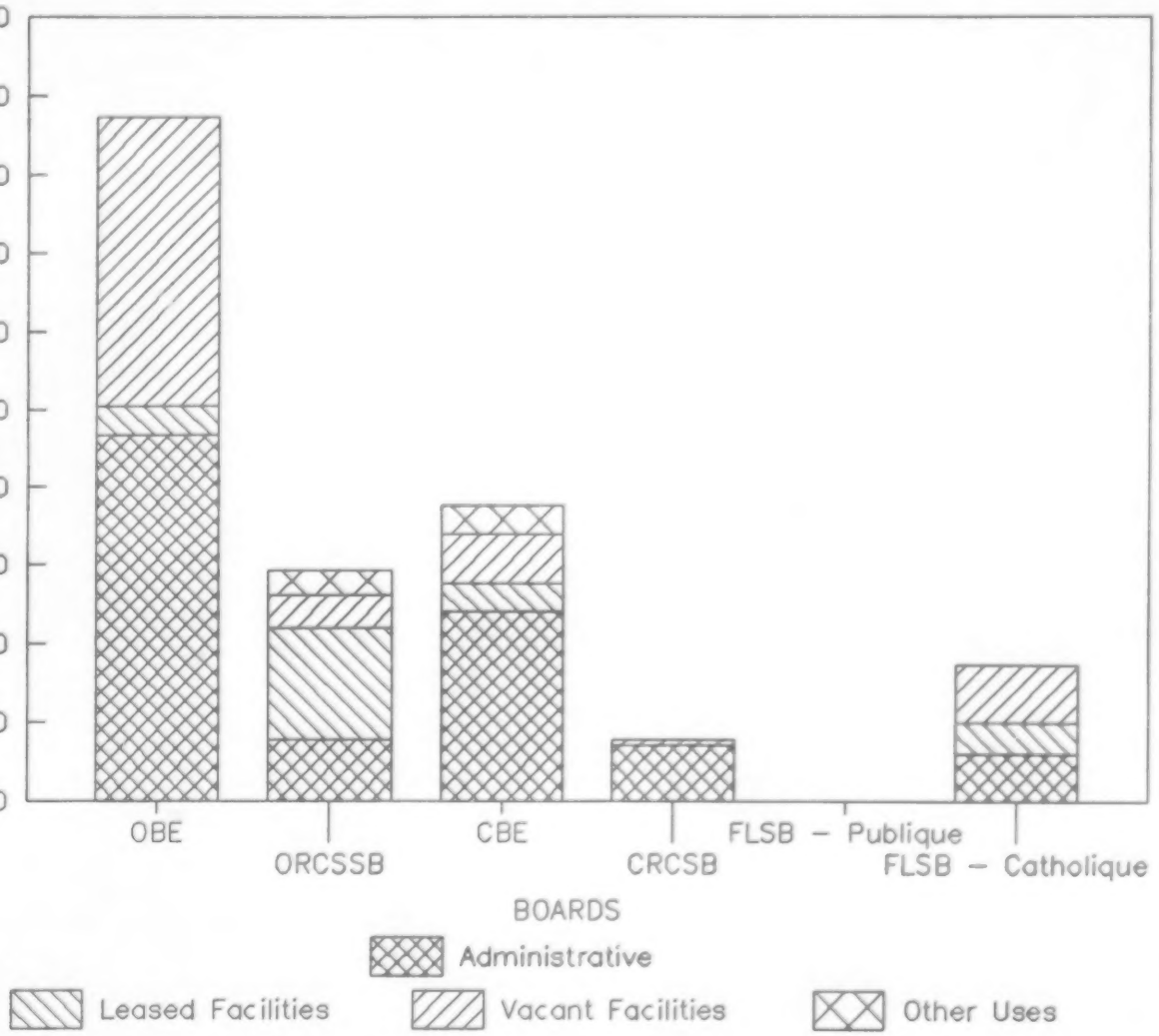
Description	Location	Est. Value	Current Use
Cityview PS	50 St. Helen's Place Nepean, Ontario	3,650,000.00	Adult Day Program
School Site	Concession & Cumberland	1,500,000.00	Vacant
School Site	Barrhaven Nepean, Ontario	4,500,000.00	Vacant
School Site	Concession 1 Gloucester, Ontario	300,000.00	Vacant

Board: Ottawa Board of Education
Total Estimated Value of Facilities: $87,374,000.00

Description	Location	Est. Value	Current Use
T.P. Maxwell	800 Merivale Road Ottawa, Ontario	$ 1,400,000.00	Leased to Community for Christian Learning
Parkway PS	2199 Regency Terrace Ottawa, Ontario	2,300,000.00	Leased to Various
Administration Offices	330 Gilmour Street Ottawa, Ontario	8,600,000.00	Central Administration
Administration Offices	Bronson at Queensway Ottawa, Ontario	8,300,000.00	Maintenance and Central Video Centre
Administration Offices	Lyon Street Ottawa, Ontario	6,800,000.00	Resource Centre and Offices
School Site	Uplands Drive Ottawa, Ontario	1,300,000.00	Vacant Site - Elementary
School Site	Cahill/McCarthy Ottawa, Ontario	3,400,000.00	Vacant Site - Elementary
School Site	Albion/Hunt Club Ottawa, Ontario	3,400,000.00	Vacant Site - Elementary

Description	Location	Est. Value	Current Use
School Site	Lorry Greenberg/Pike Ottawa, Ontario	1,000,000.00	Vacant Site - Elementary
School Site	Albion/Walkley Ottawa, Ontario	1,200,000.00	Vacant Site - Elementary
School Site	DuMaurier/ Grenon Ottawa, Ontario	1,800,000.00	Vacant Site - Elementary
Borden School	515 Cambridge Street Ottawa, Ontario	6,700,000.00	
Sir John A. MacDonald	2675 Draper Avenue Ottawa, Ontario	21,400,000.00	Teacher Resource Centre
Winters Farms	Township of Cumberland	1,600,000.00	Outdoor Science School
Fisher Park HS	250 Holland Avenue Ottawa, Ontario	15,200,000.00	Leased to ORCSSB
Grant Elementary School	2729 Richmond Road Ottawa, Ontario	2,300,000.00	Vacant
248 First Avenue site	248 First Avenue Ottawa, Ontario	210,000.00	Vacant
280 First Avenue site	280 First Avenue Ottawa, Ontario	214,000.00	Vacant
McSkimming Crescent site	Belair Drive Ottawa, Ontario	100,000.00	Vacant
Brookfield Garden site	Brookfield Drive Ottawa, Ontario	150,000.00	Vacant

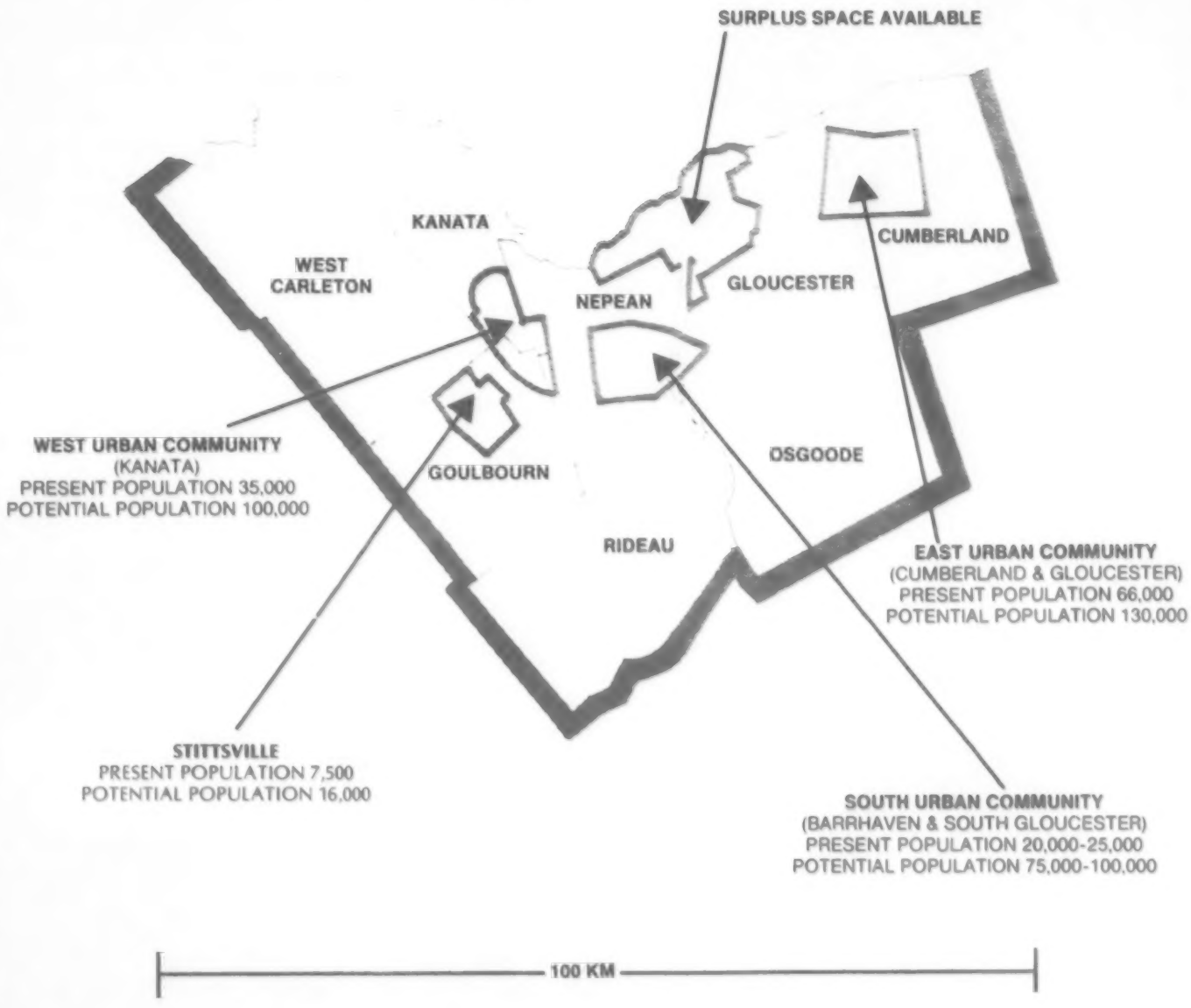
ESTIMATED VALUE OF UNUSED FACILITIES



Appendix 4

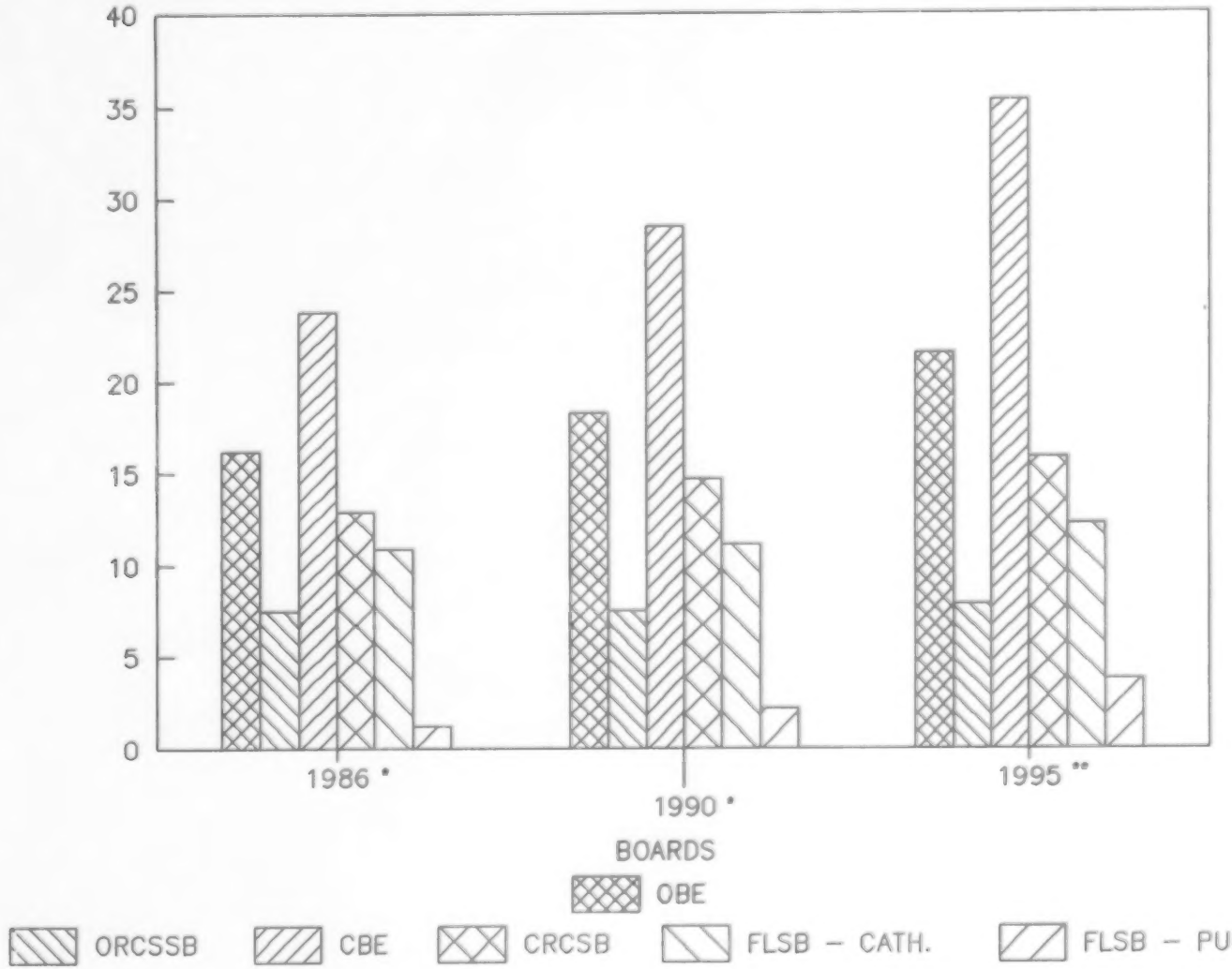
* Administrative: facilities used for teacher and student administration, or storage.
** Leased Facilities: this includes facilities which are leased either to other school boards or other organizations.
*** The estimated value of facilities were provided to the Commission by individual school boards. The Commission did not make any attempt to verify the estimated values.

The Surplus Space Is Not Close To The High Growth Areas



ACTUAL AND PROJECTED ENROLMENT

Elementary Schools



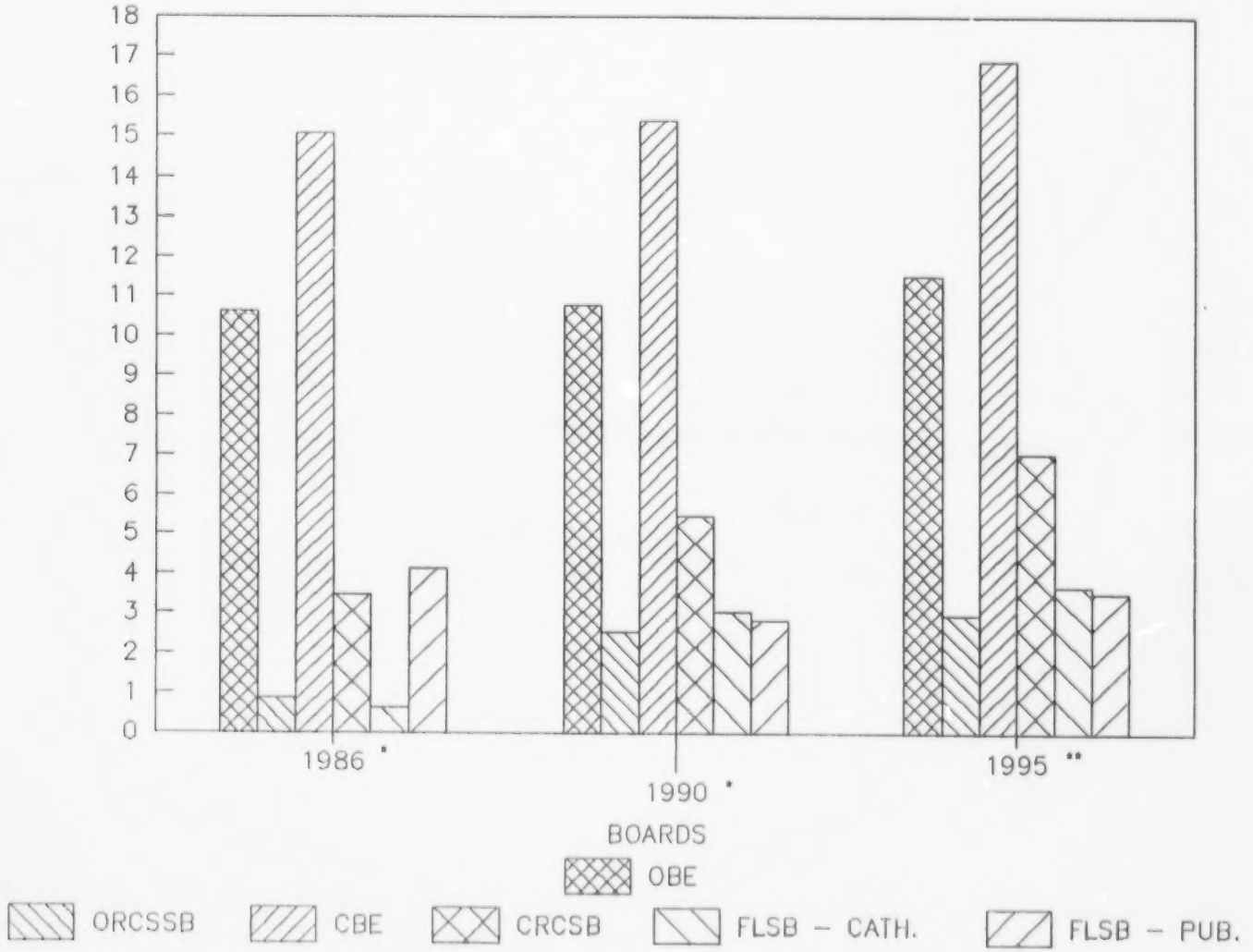
* from Ministry of Education submission

** as projected by school boards

Appendix 6

ACTUAL AND PROJECTED ENROLMENT

Secondary Schools



* from Ministry of Education submission

** as projected by school boards

Appendix 6

RELEVANT FACILITIES TO SOLVE SECONDARY PROBLEMS OF ORCSSB

Facility	Status	Ministry Usage Loading	Enrolment September 1990	Utilization %	Date of Construction	Adequacy	Notes
Immaculata HS	Part of facility leased from Grey Sisters of the Immaculate Conception and part owned by the ORCSSB. Used as a secondary school by ORCSSB Grade 7–OAC.	1,217	923	75.8	1925 1948 1953 1962	Small site (no sports field). No specialized areas. Constructed as a senior elementary school. Not suitable for a composite school.	Board wishes to have Immaculata moved to present Adult HS owned by OBE.
Notre Dame HS (Formerly Fisher Park HS)	Operated as a secondary school by ORCSSB. Leased from OBE on an annual basis as part of Bill 30 disputed agreement. Grade 9 - OAC.	1,465	1,086	74.1	1948 1949 1952 1963	Needs significant renovation. Purpose built secondary school.	City owns site. ORCSSB considers this a serious encumbrance. ORCSSB does not consider the school in the proper location. Has requested Woodroffe or Highland Park from OBE.
St. Patrick's HS	Operated as a secondary school by ORCSSB. Board owns the majority of the facilities. Grades 7 - OAC.	1,460	1,218	83.4	1965	A number of buildings built as two private academic schools. Not suitable for composite school.	The board has requested Canterbury, Hillcrest or Ridgemont from OBE.
Adult HS and Continuing Education Centre (High School of Commerce).	Owned by OBE. Operated as a Continuing Education Centre and effective September 1991 an Adult HS.	1,745	1,280 FTE in Adult HS in Sept 1991. Enrol – in other programs cannot be determined as yet.	73.3 Adult HS only	1967	Built as a commercial school. Lacks technology facilities. Location ideal for adult students.	Requested by ORCSSB to replace Immaculata.
Woodroffe HS	Owned and operated by OBE. Semestered Grades 9 - OAC.	1,358	954	70.3	1960 1972 1978	Suitable secondary facility.	Requested by ORCSSB as a possible replace – ment for Notre Dame.

Appendix 7

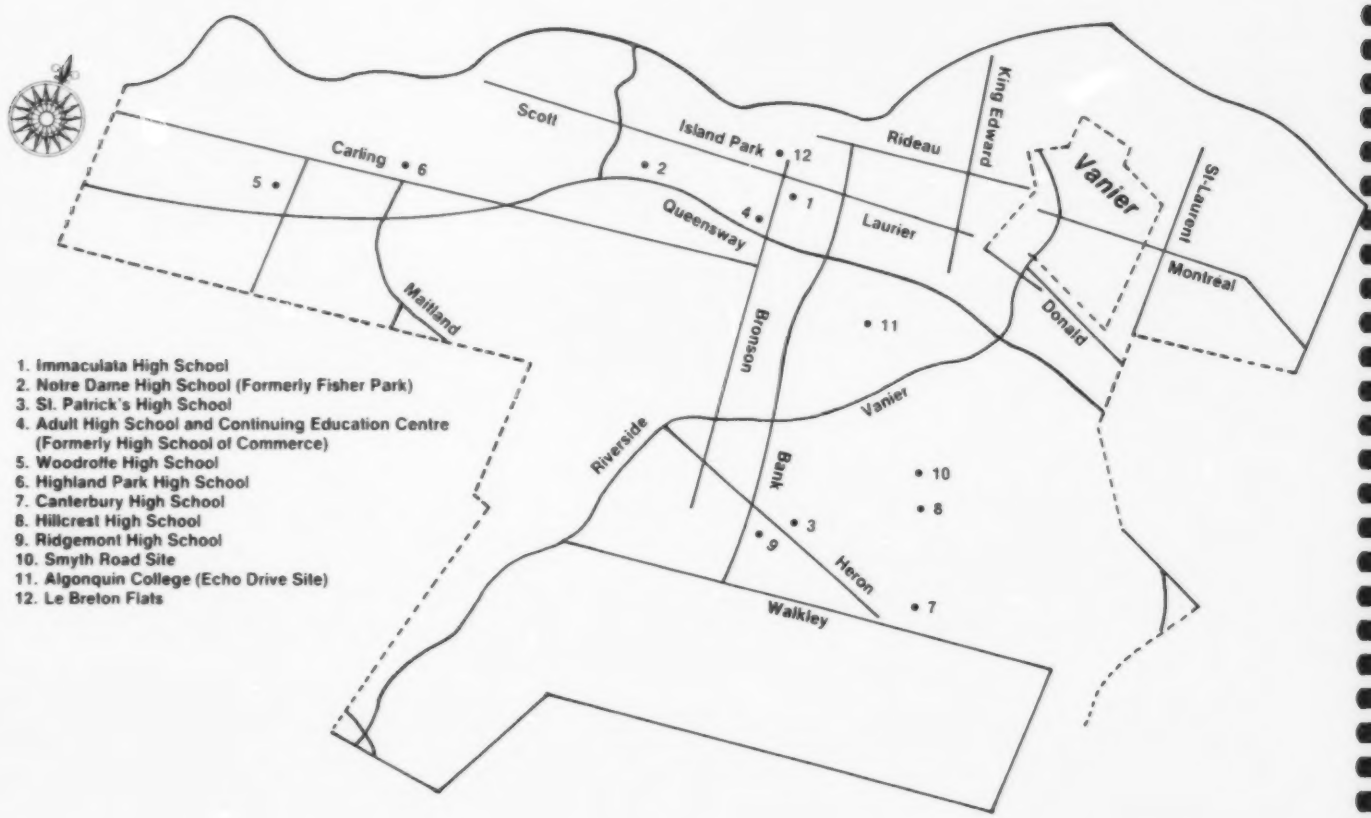
RELEVANT FACILITIES TO SOLVE SECONDARY PROBLEMS OF ORCSSB

Facility	Status	Ministry Usage Loading	Enrolment September 1990	Utilization %	Date of Construction	Adequacy	Notes
Highland Park HS	Owned and operated by OBE as a school concentrating in Basic Education. Not a community school. Grades 9–12.	852	429	50.4	1967 1969	Constructed as a Junior Vocational School. Small academic rooms and a wide variety of technical areas.	Requested by ORCSSB as a possible replace–ment for Notre Dame. Would require extensive renovations to serve as a composite school.
Canterbury HS	Owned and operated by OBE. Has been established as a School for the Arts as well as a community secondary school. Grades 9–OAC.	1,557	842	54.1	1969	Suitable secondary facility.	Has been renovated to provide facilities for the Arts. Would require renovations to convert back to a composite school. Requested by ORCSSB as a possible replace–ment for St. Patrick's
Hillcrest HS	Owned and operated by OBE. Semestered.	1,440	928	64.4	1961 1976	Suitable secondary facility.	One of schools designated by ORCSSB to replace St. Patrick's.
Ridgemont HS	Owned and operated by OBE. Semestered.	1,228	909	74.0	1958 1961 1973	Suitable secondary facility.	One of schools designated by ORCSSB to replace St. Patrick's.
Smyth Road site.	Owned by ORCSSB but 4 acres in dispute with FLSB. Part of present facilities used as a maintenance shop and part leased to Algonquin College.					Present structure would require extensive renovations or a totally new building. Facility was never intended as a composite high school.	OBE has suggested this as a possible location for a new Catholic high school to serve the southern part of the city.

RELEVANT FACILITIES TO SOLVE SECONDARY PROBLEMS OF ORCSSB

Facility	Status	Ministry Usage Loading	Enrolment September 1990	Utilization %	Date of Construction	Adequacy	Notes
Algonquin College (Echo Drive site).	Owned by Algonquin College but has been declared surplus.					1800 community college students presently use the facility. No gymnasium. Recently renovated. Very adequate library and cafeteria. With some renovation, facility could be adequate composite school.	OBE has suggested this as a possible location for a Catholic high school to serve central area. ORCSSB has two elementary schools adjacent with gymasiums.
LeBreton Flats site.	Owned by Federal Government					Would require a new school to be built but no guarantee that this would be possible.	OBE suggested ORCSSB could build a new school at this location. No commitment from Federal Government to make this land available.

Ottawa-Vanier-Rockcliffe
Main Properties At Issue - O.B.E.-O.R.C.S.S.B.



1. Immaculata High School
2. Notre Dame High School (Formerly Fisher Park)
3. St. Patrick's High School
4. Adult High School and Continuing Education Centre (Formerly High School of Commerce)
5. Woodroffe High School
6. Highland Park High School
7. Canterbury High School
8. Hillcrest High School
9. Ridgemont High School
10. Smyth Road Site
11. Algonquin College (Echo Drive Site)
12. Le Breton Flats

CONTINUING EDUCATION CENTRE - PROGRAMS

Because of the non-traditional use being made of the former High School of Commerce, now known as the Adult High School and Continuing Education Centre, the Commission elected to provide further information on the usage of this facility. During the 1990-91 school year, the facility was used for a variety of continuing education courses. In September, 1990, some 1,210 students were enrolled in one or more credit courses along with some 12,000 students involved in a variety of interest programs. At the request of the Commission, the OBE reviewed its registration data for January 1991 and reported that the total full-time equivalent for the school for that term would be approximately 1,300 students. The facility also served as a centre for Adult Basic Education and English as a Second Language.

For September 1991, the board elected to organize the students in the credit courses as a regular secondary school which it named the Adult High School. Commission staff visited the school and determined that the Adult High School has a full time equivalent enrolment in excess of 1,200 as well as 659 students studying one half day in either Adult Basic Education or English as a Second Language. Attached is the room timetable for both programs with the number of students registered in each course. In many cases, the number of students in a class is higher than would be found in a regular high school. School officials indicated that frequently two teachers are assigned to these classes. In all cases, officials indicated that the motivation of the students is such that successful learning can occur in what would normally be conceived of as a very large class.

ADULT HIGH SCHOOL – Room List – Semester 1 – 1991–2

Room	Period 1 – 9:00	Period 2 – 10:30	Period 3 – 12:30	Period 4 – 1:50
216	B.C. I (P) 34	B.C. I (P) 34	B.C.II (P) 9	B.C. II (P) 9
219	B.C. I (P) 31	B.C. I (P) 31		
222	Marketing 120 41	Mgt. Sts. 120 53	Bus Eng 11G 42	
223			B.C. II (P) 12	B.C. II (P) 12
225	Math 10A 45	Math 11G 10	Math 11A 41	Finite OA 47
226	B.C. II (T) 21	B.C. Entre 19	B.C. I (T) 33	B.C. I (T) 32
227	Chem. OAC 29	Chem. 11A 44	Chem. 11A 46	
231	Chem. OAC 29	Chem. OAC 42	Science 9A 42	
301	ESL B 19	ESL A 25	ESL A 14	
305	C. Dev. 11G 50	Math 11G(s) 34	Lifeskills 4	C. Dev. 11G 30
308	Hist. 12A 53	English 10G 33	Econ. 12A 23	
310		English 10A 34	Eng I OAC 40	Eng. 11A 24
311	ESL C 17	ESL B 2	ESL C 20	ESL A 19
312		English 10G 31	English 12A 27	English 11A 28
314	ESL C 17	Geog. 11G 47	Geog (C) OAC 40	Geog. WI OAC 48
315	Math 9G 23	Parenting 11G 36	Geog. 90 37	Eng. 11G 26
400	Math 10G 48	Math 12G 32	Calculus OA 41	
401	Math 10B 19	Math 12G 32	Alg/Geo OAC 35	Math 12A 45
410	Eng/Wri 12A 47	Eng 9G 33	Eng 12A 30	Eng 11G 36
412	ESL A 18	ESL C 15	ESL B 22	ESL B 13
413	Eng. 12G 39	English 9G 28	Bus. Eng 11G 22	W. Craft OAC 28
414	ABE	ABE	ABE	ABE
415	Math 9A 36	Alg/Geo. OAC 41	Science 9A 28	Math 11G (B) 31
416A	Spec. Ed.	Spec. Ed.	Spec. Ed.	Spec. Ed.
417	Math 9G 59	Math 12A 45		Calculus OA 40
500	Bio. 11A 44	Blo. OAC 41	Physics OAC 25	Bio. 11A 34
504	Eng. I OAC 47	English 10G 29	English 12G 40	English 11G 34
506	French 11A 30	English 9A 17	French 10G 27	French 9G 39
507 CLab	DataPro 11G 34	DataPro 11G 32	DataPro 12G 25	DataPro 11G 28
508 Typ	Student Office	Student Office	Student Office	Student Office
509CLab	I. Proc. 11C 20	I. Proc. 11G (B) 20	I. Proc. 11G 36	I. Proc. 11G 34
510 Typ	Keyb. I 9G 34	Keby. II 10G 23	Keyb I 9G 38	Keyb I 9G 45
511	Hist. OA 47	C. Fam. OA 40	Soc. C/C 11G 34	
512	Math 10G 40	Calculus OAC 55	Math 11A 38	Alg/Geo OA 36
513	Math 10A 34	Acc't 11G 51	Acc't OA 18	Acc't 11A 43
514		Physics 12A	Physics OA 25	Physics 12A 27

Classes being used by ESL/ABE at Continuing Education Centre

Room #	Period 1 9:00 – 10:30	Period 2 10:30 – 11:50	Reg 1&2	Period 3 12:30 – 2:00	Period 4 2:00 – 3:10	Reg 3&4
202	ABE/ESL Office	ABE/ESL Office		ABE/ESL Office	ABE/ESL Office	
204	ESL Int 2	ESL Int 2	38	ESL Elem 2	ESL Elem 2	25
207/211	ABE/ESL Resource Rm			ABE/ESL Resource Rm		
208	Math refresher ABE		15			
209	ESL Int 2	ESL Int 2	18	ESL Elem 3	ESL Elem 3	20
210	ESL Beg 1	ESL	22	ESL Beg 1	ESL Beg 1	23
212	ESL Beg 2	ESL Beg 2	23	ESL Citizenship	ESL Citizenship	12
228	ABE Post 21	ABE Post 21	12	ABE Post 21	ABE Post 21	12
236	CHILDCARE	CHILDCARE		CHILDCARE	CHILDCARE	
237	CHILDCARE	CHILDCARE		CHILDCARE	CHILDCARE	
238	CHILDCARE	CHILDCARE		CHILDCARE	CHILDCARE	
403	ESL Elem 1	ESL Elem 1	27	ESL Elem 1	ESL Elem 1	32
404	ESL Int R&W Acad.	ESL Int R&W Acad.	22	ESL Int R&W Acad.	ESL Int R&W Acad.	22
405	ESL Elem 2	ESL Elem 2	31	ESL Elem R&W	ESL Elem R&W	25
406A	ESL Beg 3	ESL Beg 3	25	ESL Beg 2/3	ESL Beg 2/3	26
406B	ESL Elem R&W	ESL Elem R&W	25	Interest	Interest	
407	ESL Int 1	ESL Int 1	34	ESL Int 1	ESL Int 1	32
408A	ESL Elem 3	ESL Elem 3	30	Interest	Interest	
408B	ESL Int R&W	ESL Int R&W	26	Interest	Interest	
409A	ABE	ABE	9	ABE	ABE	9
409B	ABE	ABE	13	ABE	ABE	13
411A	ABE	ABE	13	ABE Math Refresher	ABE	18
411B	ABE	ABE	13	ABE	ABE	13
414	ABE Math	ABE English	20	ABE Math	ABE	20
503	ABE/ESL Computer Lab		ABE/ESL Computer Lab			
Total			404			255

Appendix 8

RELEVANT FACILITIES IN FLSB SUBMISSIONS

Facility	Status	Ministry Usage Loading	Enrolment September 1990	Utilization %	Date of Construction	Adequacy	Notes
Sir John A. Macdonald Centre	Owned by OBE. Used as a teacher training centre.	1,570	0	0.0	1966	Excellent composite school facility. Located at extreme western boundary of the City of Ottawa.	Requested by both sectors of the FLSB to provide secondary facilities in western area of region.
Ecole secondaire Champlain	Owned by FLSB and operated by Public sector.	1,272	280	22.0	1963	Adequate composite school facility. Public sector believes it is not far enough west to adequately serve needs.	Sector would not require the school if it received Sir John A. MacDonald. 174 non-residents.
College Catholique Samuel Genest Carson Road (formerly Sir Wilfred Laurier)	Purchased by Catholic sector from private contractor who purchased it from CBE.	1,430	0 *1,299 (Sept. 1991)	0.0 *90.8% (Sept. 1991)	1964	Good facility for composite school.	Contractor purchased school from CBE. Catholic sector purchased from contractor for $10,350,000. Some renovations have been completed. Sector would like retroactive allocation.
Formerly College Catholique Samuel Genest (Church Street)	Owned by FLSB but controlled by Catholic sector. Abandonned June 1991.	1,320	1,175	89.0	1962	Good site. Valuable property. Requires extensive renovations to be used as a composite school.	Sector has indicated that it would like to use this facility as an Adult HS. Sector also indicated it could be sold to help pay local share of new Samuel Genest.

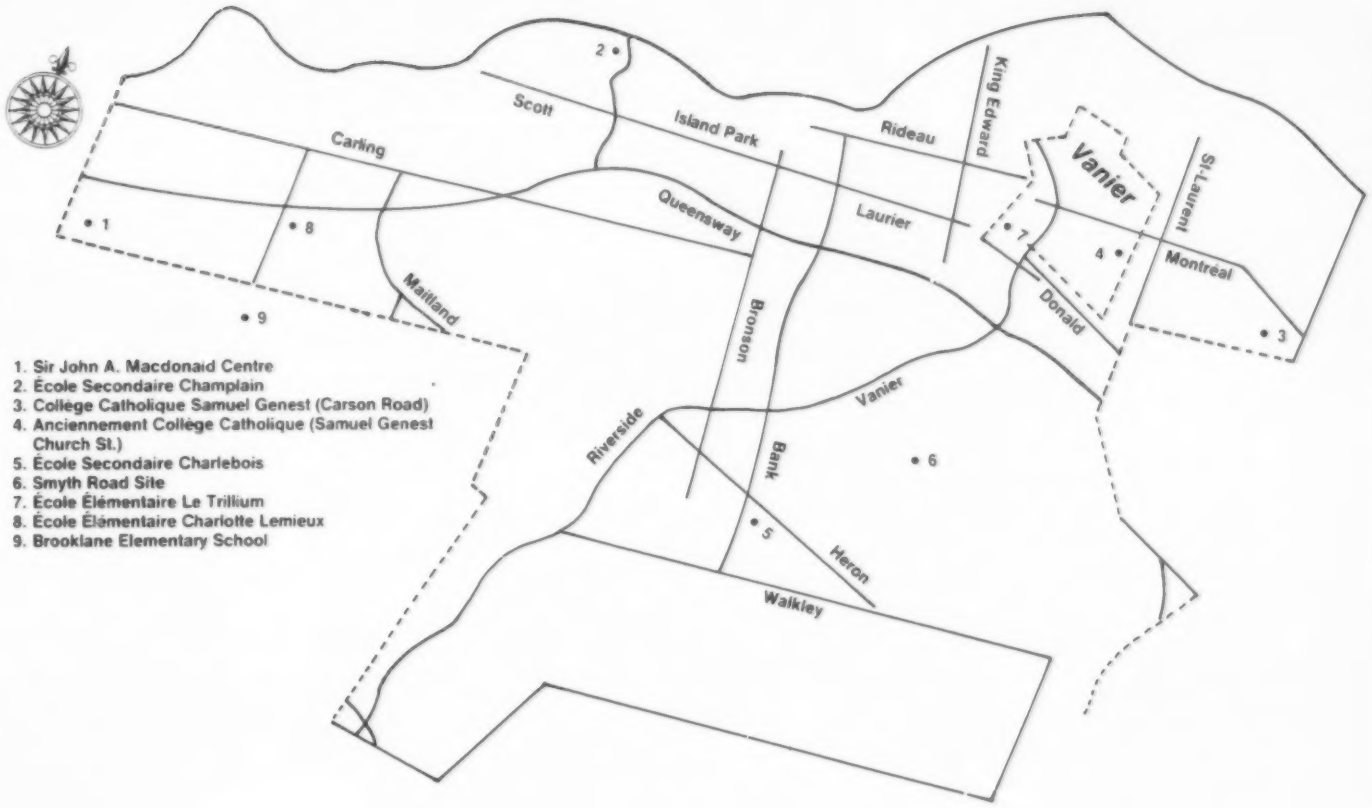
RELEVANT FACILITIES IN FLSB SUBMISSIONS

Facility	Status	Ministry Usage Loading	Enrolment September 1990	Utilization %	Date of Construction	Adequacy	Notes
Ecole secondaire Charlebois	Operated by Public sector of FLSB.	1,478	556	37.6	1972	Good composite facility.	188 elementary students accommodated at this facility but treated as an independent entity. Catholic sector has indicated need for pupil places in this area.
Smyth Road site.	Owned by ORCSSB but 4 acres in dispute with FLSB. Part of present facility used as maintenance and part leased to Algonquin College.					Present structure would require extensive renovations or totally new building. Facility was never intended as a composite high school.	The Catholic sector of FLSB has indicated this facility with extensive renovations, would be a possible solution to its need for secondary pupil places.
Ecole elementaire Le Trillium	Operated by Public sector of FLSB. 2 portables.	395	299	75.7	1910	Sector indicates it requires extensive renovations.	Parents are very concerned about the fact that students are required to change schools so frequently.
Ecole elementaire Charlotte Lemieux	Operated by Public sector of FLSB.	355	297	83.7	1959	Enrolment projected to increase dramatically.	Sector have indicated September 1991 enrolment be in excess of 400. Sector requests additional pupil places in this area.

RELEVANT FACILITIES IN FLSB SUBMISSIONS

Facility	Status	Ministry Usage Loading	Enrolment September 1990	Utilization %	Date of Construction	Adequacy	Notes
Brooklane PS	Leased by Catholic sector of FLSB from CBE to be used for Grade 8 and 9. September 1991.	468	0	0.0	1958	Cannot be considered a permanent solution for secondary school requirements.	The Catholic sector has indicated a need for secondary pupil places in this area. It considers the lease of this facility a temporary measure. Funds have been requested of MOE for renovation.

Ottawa-Vanier-Rockcliffe
Main Properties At Issue - F.L.S.B.



1. Sir John A. Macdonald Centre
2. École Secondaire Champlain
3. College Catholique Samuel Genest (Carson Road)
4. Anciennement Collège Catholique (Samuel Genest Church St.)
5. École Secondaire Charlebois
6. Smyth Road Site
7. École Élémentaire Le Trillium
8. École Élémentaire Charlotte Lemieux
9. Brooklane Elementary School

Appendix 11

% Ministry Usage Capacity
0
10
20
30
40
50
60
70
80
90
100
88.6
62.4
41.2
84.0
Elementary
Secondary
Type of Capacity
Public Sector
Catholic Sector
FRENCH LANGUAGE SCHOOL BOARD
% MINISTRY USAGE CAPACITY

PUBLIC FORUM - SPEAKERS LIST

SESSION 1

Mark Woods
Moy Tam, chairperson, Chinese Language School
Larry Jones, OSSTF, Ottawa District
Margaret Woodley, Secondary School Parents Association
Dr. Charlesworth, co-chairperson, Whitehaven PTA
Deborah McMullen, Arts Advisory Committee, OBE
Vivian Mahoney, Queenswood Advisory
Pamela Morse, Ramseyville PTA
Patricia O'Reilly
Judy Lian, president, Orleans Wood School Advisory Council
Michael Blank, Immaculata student
Lynn Scott, Carleton Council of School/Parent Associations
Nancy Smith, Regional and City counsellor, City of Ottawa
Shawn Marmer, Community Liaison Advisory Committee, OBE
Bonnie Kehoe, trustee, ORCSSB
Arthur Lamarche, chairman, CRCSB
Maureen Brasset, trustee, CRCSB
John Harrison, trustee, CBE
Betty-Ann Kealey, chairperson, ORCSSB
Matt McCarney, Immaculata student
Pat Bowie, trustee, ORCSSB
Linda Lofaro, Immaculata student
Dzifa Kpodzo, Immaculata student

SESSION #2

Cam Johnston
Mitchell Beer
Pierre Cantin, PTA, Samuel Genest
Mrs. Pearson, chair, Committee on Elementary School Mental Health, OBE
Dale Graveline, student, Adult HS
Megan Jerome, Immaculata student
John Sutcliffe
Marc Thibault, Chapel Hill Advisory Committee
Dr. Josephine Flaherty, former professor, University of Ottawa
Don Fleurs, student, CEC
Jeff Stewart, student, Immaculata
Suzanne Meilleur, Adult HS student

Nora Swain, teacher at Immaculata
Tina Subissati, student at Immaculata
Jeri McCormick
Jim Kennelly, ORCSSB trustee

SESSION #3

Lise Ouimet
Pierre Michaud, professor, University of Ottawa
Denise Boucher, Parents Francophone de l'ouest
Eloi Brunet
Maureen Drouin, Parents de l'école Lamoureux
André Lamontagne, Parents de Charlebois
Rachelle Fauteux
Michel Brennan
Carol Dupuis, présidente d'un API local mais oeuvre sur comité régionale et provincial
Yvon Boileau
Guy Carbonneau, parents école secondaire dans l'ouest
Jocelyne Chenier, parents école Charlotte Lemieux
Phillippe Gibson, parent d'enfants au Trillium
Pierre Cantin, APE, Samuel Genest
Serge Plouffe, teacher, FLSB Catholic sector
Yves Tremblay, parent école Laurier Carrière
Richard Lacombe
Marc Carbonneau, teacher, École Garneau
Doug Murphy
Gilles Marleau
Eric McCallum
Jeanne Bergevac
Andre Defoy
P.E. Fortin
Tim Kehoe, municipal councillor

SESSION #4

Father Ken Keder
Eleanor Benesch, Children Centre, OBE
Tony Pearson, teacher, Adult HS
Andre Morales, student, Adult HS
Patricia Wallin, student, Adult HS
Leslie Sadler, student, Adult HS
Kim Maclane, Rideau Daycare

Marni Jordan, chair, Brookfield HS Advisory
Margo Clarke, Ottawa-Carleton Nursery Association
Raymond Ridgeway, CPAC
Patti Ann Hill, Special Education Advisory Committee, OBE
Connie Goodenough
Mary Lynn O'Shea, teacher, Notre Dame HS
Diane Blenkiron, Ottawa Carleton Daycare Association
Christine Hughes, Notre Dame student
Denice Crampton, teacher, ORCSSB, St. Patrick's Adult Day School
Robert Leitch, Parent Advisory Committee, Canterbury HS and Alta Vista PAC
John Dorner, former head of student services, ORCSSB
Jane Yardley, Immaculata student
Marie Wellman, Glebe Collegiate PTA Committee, Woodroffe PTA Committee, JH Putman PTA Committee
Florin Popovici, ESL student, St. Patrick's HS
Jean Shay
Annabelle Gouda, liaison officer, ORCSSB

SESSION #5

Marilyn Showalter, Nepean High School Advisory Committee
Philip Mason, Computers Helping the Instructional Programme Advisory Committee, OBE
Michael Kleopfer, Assumption HS
Larry Jones, teacher, OBE
Paul Kerston
Matt McGrath
Evelyn Kelly, prinicipal, Notre Dame HS
Cecile Landreville-Julien
Kay Rogers
Rob Hadley, head boy, Immaculata HS
Yvonne Gill, student and member of Newcomers Committee, Continuing Education Centre
Luba Myciao-Mommers
Tony Pearson, teacher, Adult HS
Christine Maddison, student, Adult HS
Lynn Scott, Carleton Council of School/Parent Associations
Duane Murray, student, Notre Dame HS
Pierre Bemans
Jacqueline Fournier
Matt McGrath

SESSION #6

Lily Dea, chairperson, Chinese Language School
Jane Godfrey, chairperson, Canterbury Parents Advisory Committee
Father Conway, former principal, St. Patrick's HS
Gloria Noorthoek, chairperson, Ontario Catholic Occasional Teachers Association
Rita Desjardins, former trustee, ORCSSB
Rhena Charland, Ontario English Catholic Teachers Association
Jeff Hawn
Michael Cherner
Liam Casey
Barry Weatherdon, Council of Secondary School Parents' Advisory
Jennifer Speer, student, St. Patrick's HS
Patricia O'Reilly
Fred Dawes
Dana Splinter, chairperson, St. Patrick's PAC and Holy Family PS PAC
Peter Fan, principal, Chinese Language School
Dennis Hill
David Hobden
Kim Farrell, Viscount Alexander Primary School PAC
Carol Anne Tobin
Deborah Morey, Robert E. Wilson PS Parent Advisory Committee

SESSION #7

Dave Doherty, Barrhaven Education Committee
Robert Gunn, St. Francis School, CBE
Jill Heckman, Carleton Council of School/Parents Associations
Edward Finn, St. Mark's HS, CBE
Susan Henderson
June Turner, parent communications, ORCSSB
Doris Morin, St. Patrick's PAC and St. Elizabeth PAC
Ron Harvey
Tony De Melo
Harvey Ivey, Parent Association Blackburn Public School
Gabrielle Blais, École Jeanne Sauvé
Leslie Zebarth, PCC, CRCSB
Raymond Hurley, Parent Advisory Committee, Lester B. Pearson HS
Sharon Quinn
Lynn Scott, Carleton Council of School/Parent Associations
Marc Thibault, Chapel Hill Advisory Committee
Judi Lian, president, Orleans Wood School Advisory Council
Vivian Mahoney, Queenswood Advisory

SESSION #8

Dave Doherty, Barrhaven Education Committee
Timothy O'Malley
Wayne Bishop
Maureen Drouin, École Lamoureux
Yves Sincennes, teacher, FLSB - Catholic sector
Amy McLennan, student, Immaculata
Elena Venables, Manor Park School and Home Association
Francesca Piredda, APE, École Francojeunesse
Jennifer Campeau, student, Adult HS
Louise Pinet
Lyle Walter
Diane Lamothe, École Gabrielle Roy
Ruth Coodin, chairperson, Council of Elementary School Parents
William Pinson
Gamal El Banna, student, Adult HS
Mary Durst, principal, Immaculata
Robert Beauchemin
Gwen Robinson, co-chairperson, Whitehaven PTA
Lucille Pummer, principal, St. Marguerite d'Youville, ORCSSB
Heather Lang, student, Adult HS

SESSION #9

Serge Plouffe, Teachers' Advisory Group
Jill Heckman, Carleton Council of School/Parents' Associations
Marjorie Malpass, Students' Advisory Group
John Harrison, trustee, CBE
Yvon Ferrand, président, FLSB, section publique
Ron Larkin, Deputy Director, CRCSB
John Murray, legal counsel, ORCSSB
Roger Légaré, président, FLSB, section catholique
Jean Comtois, Regional Director, MOE
Marjorie Loughrey, chairperson, OBE
Jane Dobell, trustee, OBE

ORGANIZATIONS SUBMITTING BRIEFS

Action for Careers and Training
Advisory Committee of Centennial Public School
Advisory Committee on the Arts
Alta Vista Public School Parent Advisory Council
Alternative Schools Advisory Committee
Alzheimer Society of Ottawa-Carleton, Day Away Program
Am-Tech Electrical Services Ltd.
Anglican Social Service Centre, Centre 454
Armenian Cultural Association of Ottawa
Arden Baker Graphic Arts Ltd
Association For Early Childhood Education, Ottawa Valley Branch
Association parents École Charlotte-Lemieux
Association de parents et enseignants de l'École élementaire publique Le Trillium
Association des parents et enseignants de Francojeunesse
Association française des conseils scolaires de l'Ontario
Association parents-enseignants École Gabrielle-Roy
Association parents et instituteurs de l'École Gaston-Vincent
Association Parents-Instituteurs de l'École Lamoureux
Assumption School
Assumption School Parents Advisory Committee
Barbados (Ottawa) Association
Barrhaven Education Committee
Bereaved Families of Ontario, Ottawa Terminal
Big Sisters Association of Ottawa- Carleton
Blackburn School Parent Association
Bridlewood Community Association
Bridlewood Community Elementary School PTA
Broadview Community and School Association
Broadview School Age Childcare Program
Brookfield High School Parent Association
Cadillac Fairview Corporation Limited
Canadian Martyrs Church
Canadian Vocational Association
Carleton Heights Childcare Centre
Carleton Council of Parent/School Associations
Carlington Community Resource Centre
Catholic Immigration Centre
Centre communautaire franco-ouest
Chapel Hill Elementary School
Chapel Hill Elementary School Advisory Council
Children's Aid Society of Ottawa-Carleton
Children's Centre Ottawa

Children's Hospital of Eastern Ontario
Churchill Alternative School
Church of St. Matthias
Christie Lake Camp
Class 403, Contintuing Education Centre
Clifford Bowey Public School Advisory Committee
Comité de parents, élèves et professeurs Ecole secondaire catholique de l'ouest
Comité de parents-étudiants-professeurs College catholique Samuel Genest
Comité parents-étudiants-professeurs Ecole secondaire Champlain
Congregation Machzilkei Hadas
Connaught Parents Advisory Committee
Conseil des écoles publiques d'Ottawa-Carleton
Copeland Park Kindergarten School Age Program
Council of Secondary School Parents Associations
Corpus Christi Parent Teachers Association
Early Learning Child Care Centre
Elisabeth Bruyère Health Centre, Palliative Care Unit
Emergency Task Force on School Space - OBE
Family Service Centre of Ottawa-Carleton
Fallingbrook Community Association
Featherston School Advisory
Fielding Drive Parent Advisory Committee
Fitzroy School Council Parents' Group
Glashan School Advisory Committee
Glebe Collegiate Parent Teacher Advisory Committee
Hillcrest High School Advisory Committee
Holy Family Parents Advisory Committee
Holy Family Catholic School Staff Members
Holy Family Catholic School Student Parents Advisory Committee (Petition)
Huntley Centennial Parent Support Group
Immaculata High School
Immaculate Heart of Mary School Parent Teachers Association
The Jamaican (Ottawa) Community Association
Jewish Community Council of Ottawa
J.H. Putman Community Council Liaison Advisory Committee
J.H. Putman Public School Teacher Advisory Committee
J.S. Woodsworth Secondary School Community Advisory Committee
Kanata Steering Committee
Kid Next Door Productions
Knoxdale Family School Association
Laurentian High School Advisory Committee
Learning Disabilities Association of Ottawa
Leslie Park Community Association
Lester B. Pearson Catholic High School Parents Advisory Committee

Lisgar Parent Advisory Committee
Manordale Public School Advisory Committee
Manor Park Community School Council, Lighthouse Program
Manor Park Home and School Association
McLeod-Stewarton Church
Meadowview Home and School Association
McGregor Easson Public School
McMaster Catholic School Parent Advisory Committee
Nepean High School Advisory Committee
Notre Dame High School - The Staff
Notre Dame High School Students' Council
OAC Finite and 12A Mathematics Class c/o Adult High School
OBE Community Liaison Advisory Committee
OBE Computers Helping the Instructional Programme Advisory Committee
OBE Continuing and Adult Education Advisory Committee
OBE Elementary School Mental Health Committee
OBE Focus-on-Futures Advisory Committee
OBE Secondary Enrichment Committee
OBE Special Education Advisory Committee
Ontario Catholic Occasional Teachers Association
ORCSSB Board Parent Advisory Committee
Our Lady Of Victory School
Ontario English Catholic Teachers Association, Ottawa Unit
Ontario English Catholic Teachers Association, Catholic Principals' Council
Ontario Public School Teachers Federation of Ontario, Ottawa District
Ontario Public School Boards' Association
Ontario Secondary School Teachers Association
Ontario Secondary School Teachers Federation District 26
Ottawa-Carleton Board of Trade
Ottawa-Carleton Day Care Association Carlton Heights Child Care Centre
Ottawa-Carleton Immigrant Services Organization
Ottawa Chapter of the Ontario Society for Autistic Children
Ottawa Children's Treatment Centre
Ottawa Chinese Alliance Church
Ottawa Chinese Language School
Ottawa Handicapped Association
Ottawa Mayor's Task Force on Literacy
Ottawa Technical High School Parents Advisory Committee
Our Lady of Fatima Parish
Parents Advisory Committee of Canterbury High School
Parents de la section Catholique à l'oeuvre
Pinecrest-Queensway Community Services
Pleasant Park School Advisory Committee
Presbytery of Ottawa

Queenswood Public School Advisory Committee
R. Burns Curry Parent Teacher Association
Ramsayville Parents Association
Ramsayville PTA Futures Group
Regina Community School Council of Britannia North
Regina Public School Parent Advisory Representatives
Regroupement des associations de parents des écoles publiques d'Ottawa-Carleton
REKSAP Kindergarten School Age Program
Rideau Employee/Student Child Care Centre
The Rideauwood Institute (Counselling for substance abuse teenagers)
Ridgemont Advisory Committee
Roberts/Smart Centre
Robert E. Wilson Public School Advisory Committee
Royal Ottawa Hospital/Regional Children's Centre
The Salvation Army (Addictions and Rehabilitation Department) Booth Street
Secondary Schools Enrichment Committee
School Advisory Committee of Robert Bateman Public School
The Sexual Assault Support Centre
South-East Ottawa Community Services
St. Anthony's Board Parent Advisory
St. Daniel's Parent Advisory Committee
St. David Presbyterian Church
St. George School
St. Margaret Mary's Parent Teachers Association
St. Marguerite d'Youville School
St. Marguerite d'Youville School Parent Teachers Association
St. Martin Presbyterian Church
St. Patrick's High School
St. Patrick's High School Staff
St. Patrick's High School Students Council
St. Patrick's High School Parent Advisory Council
St. Peter's Chinese Church
St. Raymond's Intermediate School Parent Advisory Committee
The Students of the Adult High School
Students' Council, Immaculata High School
Students' Council , Notre Dame High School
Teachers of English as a Second Language Association of Ontario
Teachers Federation of Carleton
Torbolton Community School Council
Turkish Canadian Cultural Association
Union Mission
Union des parents de l'Ecole secondaire publique Charlebois
Viscount Alexander School Advisory Committee
Voice for Hearing Impaired Children

The Well/La Source
W.E. Gowling Parents Association
W. Erskine Johnson Public School Parent Advisory
Whitehaven Parent Teacher Association
Women's Place Ottawa
Women Teachers Association of Ottawa
Wood Gundy Inc.
Woodrooffe High School Parent Advisory Committee
Woodrooffe Parent Teachers Advisory Committee
York Street Public School Parents Association
Youville Centre

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ZHANG, Zheng
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N.B. Twenty eight letters submitted by students of the Continuing Eduaction Centre were either unsigned or the names were indistinguishable.

COMMISSION STAFF

The Commission has had the benefit of the assistance of a very able staff.

Jack McFadden, as Executive Director, and Allison Strachan, as Administrative Assistant, have provided strong, full-time support from the beginning of our work. Gerry Laframboise has frequently given the Commission the benefit of his experience in school business and finance matters. Penny Girvin-Jago, as Administrative Co-ordinator and Josée Knight have supported the Commission in the latter part of its work.

Karen Lovell assisted most ably in the preparation of the Preliminary Study. David Redgrave, as senior consultant, along with Josée Dubois, Elizabeth Julien-Wilson and Presley Warner assisted in the preparation of the Public Forum and the Final Report.